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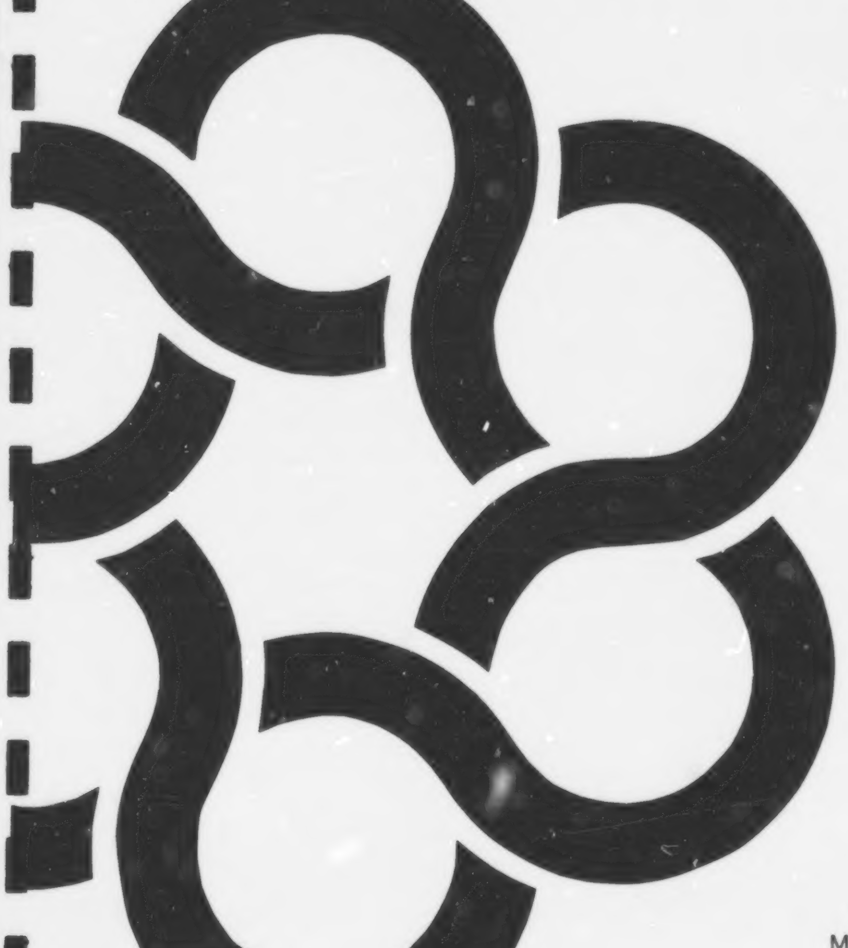
# CENTRES & OFFICE AREAS



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METROPOLITAN TORONTO PLANNING DEPARTMENT

# METROPOLITAN PLAN REVIEW

The Municipality of Metropolitan Toronto

Metropolitan Plan Review

Report No. 9

# CENTRES AND OFFICE AREAS

A background document in the review of

"The Official Plan For The Urban Structure: Metropolitan Toronto"

Prepared by the Policy Development Division of the

Metropolitan Planning Department

1989

# PREFACE

The Official Plan for the Municipality of Metropolitan Toronto, entitled "Official Plan for The Urban Structure: Metropolitan Toronto", was adopted and largely approved in 1980. The Plan applies to the Metropolitan Planning Area comprised of the Cities of Toronto, Etobicoke, York, North York and Scarborough and the Borough of East York. This area is illustrated on Figure 1.

In March 1986, the Metropolitan Council approved a program to review the Plan. That program has been published as "Report No. 1: Program", (April 1986, Metropolitan Toronto Planning Department) and copies are available from the Department.

The Metropolitan Plan Review is proceeding by studying five major subject areas, namely:

- regional assumptions and the concept;
- housing and residential development;
- employment areas and activities;
- transportation; and
- open space and environment.

Phase 1 of the review process, of which this study is a component, is the preparation and publication of a series of background papers covering the above five subject areas. Community response to those papers is an integral part of the Metropolitan Plan Review and is encouraged from all sectors and levels of the community. All responses will be considered in any subsequent policy reports recommending revision to existing policy.

Centres and Office Areas is a background report which is the third in a series examining employment areas and economic activities in the Metropolitan Toronto Planning Area.

## TABLE OF CONTENTS

PAGE

PREFACE . . . . . . . . . . . . . . . . . . . . . . . . . . I

EXECUTIVE SUMMARY . . . . . . . . . . . . . . . . . . . . . i

1.0 INTRODUCTION . . . . . . . . . . . . . . . . . . . . . 1

1.1 Objectives of the Report . . . . . . . . . . . . . . 1

1.2 Structure of the Report . . . . . . . . . . . . . . 2

1.3 Data Sources . . . . . . . . . . . . . . . . . . . 3

2.0 METROPOLITAN OFFICIAL PLAN POLICY . . . . . . . . . . 5

2.1 Concept . . . . . . . . . . . . . . . . . . . . . . 5

2.2 Specific Policies . . . . . . . . . . . . . . . . . 9

2.2.1 Centres . . . . . . . . . . . . . . . . . . . . . 10

2.2.2 Office Parks . . . . . . . . . . . . . . . . . . 16

2.2.3 Principal Foci . . . . . . . . . . . . . . . . . 17

2.2.4 Other Office Areas . . . . . . . . . . . . . . . 17

2.3 Issues Related to Metropolitan Policy Directions . 18

3.0 INITIATIVES TO IMPLEMENT THE MULTI-CENTRED CONCEPT . . . . . . . . . . . . . . . 19

3.1 Metropolitan Transportation Initiatives . . . . . . 19

3.2 Provincial Transportation Initiatives . . . . . . . 23

3.3 Relationship Between the Centres Concept and Transportation Initiatives . . . . . . . . . . . . 24

3.4 Other Metropolitan Initiatives . . . . . . . . . . 26

4.0 SUCCESS OF THE MULTI-CENTRED CONCEPT . . . . . . . 29

4.1 Distribution of Office Development in Metro Toronto . . . . . . . . . . . . . . . . . . . . . 29

4.2 Employment Projections . . . . . . . . . . . . . . 34

4.3 Is the multi-centred concept working? . . . . . . . 36

PAGE

5.0 A REVIEW OF EXISTING DESIGNATED OFFICE CONCENTRATIONS . . . . . 43

5.1 Centres . . . . . 43

5.2 Principal Foci . . . . . 62

5.3 Office Parks . . . . . 64

6.0 EMERGING TRENDS AND PROJECTIONS . . . . . 71

6.1 Suburbanization of Office Space . . . . . 71

6.2 Differentiation of Office Functions . . . . . 73

6.3 Floor Space Per Worker Index . . . . . 78

6.4 Commercial Concentration Levy . . . . . 80

6.5 Regional Growth Projections . . . . . 81

7.0 DESIGNATION OF ADDITIONAL CENTRES . . . . . 87

7.1 Additional Centres . . . . . 87

7.2 Additional Office Parks . . . . . 93

7.3 Additional Employment Classifications in the Plan . 94

7.4 Future Directions . . . . . 97

## LIST OF TABLES

Table 1 Employment in Major and Intermediate Centres . . . 14

Table 2 Office Space Development by Rapid Transit and Auto Oriented Locations . . . . . 31

Table 3 Employment Projections . . . . . 37

Table 4 Character of Centres . . . . . 50

Table 5 Character of Foci and Office Parks . . . . . 65

Table 6 Distribution of Office Space in the Regions Surrounding Metro Toronto . . . . . 74

Table 7 Population, Employed Labour Force and Employment Projections in the Metropolitan Region . 83

PAGE

## LIST OF FIGURES

Figure 1 Metropolitan Toronto Planning Area . . . . . . . . III

Figure 2 Major Office Employment Concentrations in 1974 . . 7

Figure 3 The Multi-Centred Concept . . . . . . . . . . . . . 11

Figure 4 Distribution of Office Space in Metropolitan Toronto . . . . . . . . . . . . . . . . . . . . . . . . 30

Figure 5 The Central Area . . . . . . . . . . . . . . . . . . 42

Figure 6 Distribution of Office Space in the Metropolitan Region . . . . . . . . . . . . . . . . . . 72

Figure 7 Office Rental Rates in the Metropolitan Region . . 79

Figure 8 Study Areas . . . . . . . . . . . . . . . . . . . . 91

**APPENDICES**

1 - Policies From The Metropolitan Official Plan

2 - Administrative Matters

3 - Tables

**BIBLIOGRAPHY**

# CENTRES AND OFFICE AREAS

## EXECUTIVE SUMMARY

### 1.0 INTRODUCTION

The Metropolitan Official Plan adopted by Council in 1980 was the result of an extensive evaluation of the future direction of Metropolitan Toronto. A major objective of the Plan is the creation of centres across Metro Toronto. In the 10 years since the Plan was approved, a number of major Centres and office areas have developed across the metropolitan area.

The Official Plan's Centres policy which is a key component of the concept for the urban structure has been successful. Of the six Centres outside the Central Area designated in the Official Plan, North York and Scarborough are major concentrations of employment and development. They have increased their office space over fivefold and office employment over threefold since 1976. The Eglinton and St. Clair Centres are mature multi-functional Centres and Islington-Kipling is now showing signs of success. Only Kennedy-Eglinton has yet to fulfil its promise. A major conclusion of this report is that the development of Centres across Metro is a necessary and practical concept to be actively supported and expanded by Metropolitan Toronto.

This background report reviews the implementation of the multi-centred concept and the development of office concentrations in Metro Toronto; namely Centres, Office Parks and Foci. The objectives of the report are to:

- highlight emerging issues in the development of these office concentrations and the implementation of the multi-centred concept;

- highlight emerging issues in the development of these office concentrations and the implementation of the multi-centred concept;
- determine the Metropolitan interests in the development of Centres;
- present options to change existing policy and suggest directions to achieve the Metropolitan interests; and
- suggest possible locations for the designation of new centres.

**Ultimately, the report attempts to generate discussion within the Metropolitan community on the future shape of Metro and the pattern development should take.** A series of meetings with interested groups and individuals will be undertaken to seek input on the policies that should be put in place on these issues. Subsequently, an Employment Policy report will be produced bringing together the findings of the background reports on centres, industrial areas and the changing metropolitan economy as well as the office location dynamics study which is currently underway.

## 2.0 THE MULTI-CENTRED CONCEPT

A key element of the Official Plan is the adoption of a multi-centred structure as a means of modifying the land use and transportation patterns that existed in the late 1970's. This involved:

(i) the creation of higher density mixed use centres along a rapid transit system with amenities to attract offices to these areas rather than to industrial areas; and

(ii) the adoption of policies to contain existing suburban auto-oriented office concentrations within office parks with restrictions on the range of support services and mix of uses within them.

Locating Centres along the rapid transit system was intended to encourage two-way use of the subway, greater use of transit and reduce commuting distance and travel time. Centres were seen as locations for a greater range of urban amenities and services for suburban residents. These are still valid objectives to be pursued through the development of Centres.

The Plan designates a hierarchy of Centres:

- o the Central Area in Toronto;
- o 2 Major Centres: the North York and Scarborough City Centres; and
- o 4 Intermediate Centres: St. Clair, Eglinton, Islington/Kipling and Kennedy/Eglinton.

The Plan identifies the Central Area as the pre-eminent centre in the Metropolitan Region and the primary location of government, head offices, financial and other institutions, retail, cultural and entertainment activities. The other Centres are to function as city-centres/downtowns with concentrations of business, government, housing, institutions and cultural and recreational facilities.

The Plan also designates 6 Office Parks and a York and Etobicoke Principal Focus at the site of their civic centres.

The Plan itself provides no parameters as to the relative size or scale of Major and Intermediate Centres. Employment targets to be achieved for each Centre are included in the Appendix of the Plan but they are specific for each Centre.

In order to guide the decision to designate additional Centres, as well as differentiating Major from Intermediate Centres, it would be useful to include general ranges of sizes for these classifications in the Official Plan. It is suggested that:

- Major Centres be planned to support a minimum employment level of 40,000 jobs;

- Intermediate Centres be planned to support an employment level in the range of 12,000 - 24,000 jobs; and

- a housing to employment standard be established for Centres. While the Plan currently emphasizes the development of office jobs in Centres, the aim is to develop a mix of employment and residential uses in Centres.

## 3.0 INITIATIVES TO IMPLEMENT THE MULTI-CENTRED CONCEPT

### 3.1 Transportation Improvements

The Centres concept is based upon an expanded rapid transit network, including a new east-west line, to disperse trips across Metro and weaken the orientation to the Central Area. This relationship between the Centres policy and the transportation network, particularly rapid transit, is poorly recognized but is a key element in the urban structure plan. Background reports to the Plan proposed a greatly expanded rapid transit system together with a large number of Centres. However, when the Plan was prepared, the proposed new lines were taken out thus weakening the overall multi-centred concept eliminating some Centres and weakening others.

Metropolitan Toronto has made significant commitments to the development of the multi-centred concept primarily related to transportation initiatives. These include construction of the Scarborough R.T. line, provision of a new station on the Yonge line serving the North York Centre, road improvements and widenings and the designation of future rapid transit lines in the Official Plan.

New suburban rapid transit lines, however, have not yet been constructed and the latest transportation improvements announced by the Province primarily support further movement to the Central Area. In addition, other provincial transportation initiatives concentrate on road and expressway improvements in the surrounding regions to the detriment of transit. Without support from the Province, the success of the multi-centred concept will be impaired. Metro Toronto may have to base future planning directions on different strategies or assumptions all of which are less desirable than those in the Plan including Amendment No. 8 which shows future rapid transit lines on Sheppard Avenue and Eglinton Avenue West. These directions could include the following:

- look for new funding mechanisms for an east-west rapid transit facility with the prospect of having to devise a workable and fair system to capture increased land values;

- develop new rapid transit lines using the network of rail corridors within Metro. Unfortunately, the existing rail corridors except for the CPR line that parallels Dupont Street are radial focusing development on the Central Area. However, some key locations at subway and road intersections offer some promise.

- explore alternatives to fixed rail rapid transit (i.e., busways, express buses). These lines however, would carry lower volumes of passengers and do significantly less in supporting increased development potential of Centres; or

- assume that the major centres now have sufficient impetus to continue development without further support recognizing that they are not likely to reach the scale that is anticipated.

While Metro Toronto is exploring the first three options in which there appears to be some merit, clearly the preferred option is to get Provincial committment to fund suburban rapid transit lines to fully support the Centres policy.

## 3.2 Other Initiatives

Metropolitan Toronto has undertaken a number of economic development initiatives which can be used to support the development of Centres.

- Metro's Economic Development Strategy includes a focus on traded companies (firms which export a significant amount of their product or service) and high value added sectors. Programs include a:
  - Headquarters program to attract new head offices to Metro and retain existing headquarters jobs;
  - Key and Threshold Companies programs to identify and support Metro's most important and fastest growing companies; and

- Key Sectors program to support key economic sectors such as financial services, fashion, medical, aerospace and the environment.

The economic development strategy supports Metro's Official Plan Centres policy and encourages the growth of its key companies and sectors.

o Metropolitan land holdings, primarily along the subway rights-of-way, have provided the nucleus for a number of large developments in Centres. While a number of Metro owned sites remain in Centres, the largest vacant parcel is the Westwood Theatre site in the Islington-Kipling Centre. Metropolitan Toronto has decided that the site will not be used for a T.T.C. subway storage yard but will be released for development.

## 4.0 SUCCESS OF THE MULTI-CENTRED STRUCTURE

As we approach the second decade of the Plan's 21 year time frame, it is evident that the Official Plan's goal of developing Centres outside the Central Area has been successful.

DISTRIBUTION OF OFFICE SPACE IN METRO TORONTO
(in square metres)

| | 1976 | %▼ | 1987 | %▼ | % GROWTH 1976-1987 | % OF METRO GROWTH 1976-1987 |
|---|---|---|---|---|---|---|
| CENTRAL AREA | 3977056 | 59.0% | 5656963 | 54.1% | 42% | 45.2% |
| OTHER CENTRES | 616499 | 9.2% | 1413518 | 13.5% | 129% | 21.4% |
| OFFICE PARKS | 713288 | 10.6% | 1022940 | 9.8% | 43% | 8.3% |
| REST OF METRO | 1428648 | 21.2% | 2359882 | 22.6% | 65% | 25.0% |
| TOTAL METRO | 6735491 | 100.0% | 10453303 | 100.0% | 55% | 100.0% |

A review of office development indicates that Centres outside the Central Area have more then doubled their amount of office space. At the same time, however, the amount of office space located outside of Centres and Office Parks has increased considerably. In percentage terms, the overall pattern of development in the past decade has altered only marginally. With a variety of Metropolitan initiatives to support Centres but without a new east-west rapid transit line, the proportion of office space and employment located in the Central Area has declined, the proportion located in other Centres increased, and the percentage of dispersed auto-oriented office space and office employment has not changed significantly. However, data on proposed office development shows that the Central Area and dispersed auto-oriented locations may attract an increasing proportion of growth if we do not continue to support Centres through rapid transit investment.

The Official Plan contains 1976 and 2001 overall employment data and projections for Metropolitan Toronto and the Central Area. A schedule appended to but not part of the Plan outlines employment data and anticipated employment increases to be achieved for Centres.

CENTRES IN METROPOLITAN TORONTO

| | POPULATION 1987 | EMPLOYMENT 1988 | O.P. 2001 EMPLOYMENT TARGET |
|---|---|---|---|
| CENTRAL AREA | 131,010 | 411,759 | 439,700 |
| NORTH YORK | 5,757 | 22,800 | 40,000 |
| SCARBOROUGH | 0 | 14,181 | 30,000 |
| EGLINTON-YONGE | 11,660 | 21,138 | 22,000 |
| ST. CLAIR-YONGE | 7,283 | 16,300 | 18,000 |
| ISLINGTON-KIPLING | 8,516 | 11,926 | 13,000 |
| KENNEDY-EGLINTON | 2,820 | 1,499 | 10,000 |

In relation to the growth estimates contained in the Official Plan, a review of overall employment growth from 1976-1988 indicates the following:

- Metro is undergoing greater employment growth than the Plan projected and will greatly surpass the 2001 projection of 1,400,000 jobs. Employment in Metro Toronto in 1988 was 1,319,000 jobs and the most recent projection to 2001 (Scenario E) is 1,540,900 jobs. When the Official Plan was being prepared, the number and scale of Centres was discussed in the context of employment growth projections available at that time. It was decided to designate six Centres and the Central Area and to concentrate efforts on their development. It now appears Metro is well ahead of projections for employment growth. Thus while Centres are meeting or exceeding expectations of growth, the decision to only have 6 Major and Intermediate Centres now has to be re-evaluated given the additional employment growth Metro is likely to experience.

- the Central Area is growing faster than expected accounting for 31% of Metro's employment growth and already surpassing the 52,000 forecast for the period 1976-2001. Unfortunately, the forecast was based on an inaccurate 1976 base which was estimated to be 38,000 employees higher than actual 1976 levels. But the Central Area has not yet reached the 2001 employment target of 440,000 jobs.

- the North York and Scarborough Centres are more than half way to meeting the anticipated targets;

- the Eglinton, St. Clair and Islington-Kipling Centres are nearing the 2001 targets. Islington-Kipling will soon surpass the target;
- the Kennedy-Eglinton Centre is far from the 2001 target and is unlikely to reach it by the end of the century unless major initiatives are undertaken; and
- dispersed areas in Metro have undergone major employment growth accounting for nearly half of Metro's employment growth. They have almost reached the 2001 employment growth figure and will greatly surpass it.

What becomes apparent is that most of the Centres are meeting the employment targets in the Plan (growth = 40,000 jobs). However, the unexpectedly large increases in employment growth in Metro Toronto have not only been in the Central Area (growth = 62,000 jobs) but more significantly in dispersed locations in the rest of Metro (growth = 95,000 jobs).

It would appear that the growth of Centres has not been inhibited. Nor has the growth of the Central Area precluded growth of Centres. But the unexpectedly large employment growth across Metro has led to greater amounts of auto accessible development in industrial areas, Office Parks and other locations outside of Centres. This report examines this issue by looking at

(i) structuring the distribution of office development recognizing there is a diversity of office activities (such as financial services, headquarters, other service related) and different office markets in Metro (such as the financial district, Centres, highway locations, other suburban locations);

(ii) the future of Office Parks, the option to strengthen support for them, and their potential elevation to Centres or Regional Economic Centres where their location corresponds to Metropolitan transportation initiatives; and

(iii) designating additional Centres and Office Parks, and the creation of a new category of centres.

In order to achieve the Official Plan's basic objectives of increased transit use, greater concentration of suburban office development, provision of community/cultural and social services and facilities at focal points in suburban areas, and improvements in the live-work relationship, a number of options can be considered for Metropolitan policy:

- implement measures to increase the attractiveness of existing Centres through major transit improvements and continued Metropolitan planning support through a strong Centres policy;

- encourage the development of new transit oriented Centres;

- in selected Office Parks, encourage a greater variety of uses and improve the level of surface transit so they can function as Centres should rapid transit be provided;

- in other Office Parks where rapid transit is not envisaged, encourage a greater variety of uses that complement present uses, improve surface transit connections to rapid transit stations, and investigate the possibility of new GO stations to serve some of these areas;

- working with the local municipalities, develop standards and policies for the location of offices in industrial areas so that Centres enjoy a preferred position for free standing offices, and at the same time orient offices in industrial areas to the major Metropolitan roads;

- designate as Regional Economic Centres a series of moderate density mixed use areas in locations which have good transportation access, are key transit points and have a concentration of employment and housing. This could include building on the "gateway" concept where it corresponds with the Official Plan's Centres policy; and

- recognize that the Central Area is comprised of a variety of employment areas for the purposes of the Metropolitan Plan Review eg; financial district, industrial areas, residential neighbourhoods, institutional areas, the Port, Harbourfront and the Railway lands. Comparison of the current Central Area to other Centres is inappropriate due to the wide boundary that includes a Core area but also an extensive area of industrial, residential and other uses. A Central Core area, in which development will be within easy walking distance to rapid transit, is a more appropriate boundary to be used as the Centre.

All of these options have elements that are worthy of Metropolitan support in ensuring the continued success of the Centres policy. The purpose of this report is to stimulate discussion on how best to formulate appropriate Official Plan policies.

# 5.0 CHARACTER OF OFFICE CONCENTRATIONS

## 5.1 Centres

### Central Area

The Central Area is the predominant office and employment concentration in the Metropolitan Region and is the financial and corporate centre of Canada. The area is comprised of a variety of functions such as business, financial, cultural, institutional, government, retail, industrial, recreational and residential activities.

The Central Area is comprised of several different areas: the Financial District which serves as the headquarters for most of Canada's financial and commercial institutions and also comprising over 40% of the Central Area's office space and office employment; the Central Core which includes the Financial District, major provincial government offices, retail uses, other offices and tourist and waterfront facilities. The Core accounts for over 90% of the Central Area's office space and office employment; the Fringe areas on either side of the Core contain industrial areas, the Port and various residential neighbourhoods.

The Central Area, especially the Core, is undergoing major development. The Central Core is becoming increasingly specialized in terms of sector composition and office functions towards higher order managerial and professional jobs. It also has the highest office rents in the Metropolitan Region at least 50% higher than rents in the suburban areas. **From a Metropolitan perspective, the Core**

**should remain the major focus of the Region and the policies that apply to it should recognize that it is a distinct office market.**

Demand for office space in this area will continue to grow as firms requiring a downtown location and willing to pay the high office space costs continue to locate here. As stated in Metro's Economic Development Strategy, "functions which require a central location and which are of sufficiently high value-added per unit of space occupied to merit a premium location will remain in the central area". **Those international and national office activities which require the services, amenities and linkages of the Central Area should be encouraged to locate in the Core.**

As demand for space in the Core continues to grow, the question that arises is how to accommodate this growth and ensure that the transportation system can handle the level of growth. Since the mid 1970's, Central Area office growth has been linked to transportation capacity. Both Metro Toronto and the City of Toronto have been attempting to resolve the land-use and transportation concerns. In Toronto, the Downtown Employment Study and 1986 Quinquennial Review indicated uncertainty in the relationship between growth in office space and Central Area trip growth. The City of Toronto is reviewing the Central Area Plan and has set up a task force to examine amongst other things, the issue of managing growth. A paper prepared by David Nowlan for Toronto's Cityplan '91 stresses the importance of increasing housing and population in the Central Area as a means of reducing the demands on the transportation system into the Central Area.

At the Metropolitan level, there has also been a rethinking of the traditional relationship between office and employment growth to travel demand. In addition to the various factors used to calculate travel demand, other factors such as housing and population enter into this equation. The Metropolitan Plan Review report "Central Area Transportation Issues" indicates that traditional assumptions with respect to trip generation factors to calculate additional trips may no longer be appropriate. Some of the variables such as employment composition and modal split are changing. In addition, there is often a poor understanding of the causal relationships which shape these factors.

In reviewing the transportation facilities serving the Central Area, the Central Area Transportation Issues report states that the road system is operating virtually at capacity while there appears to be residual transit capacity for 6-10 years of continued growth. It suggests that the Central Area Monitoring Program be used to manage growth in the Central Area in terms of identifying additional transportation infrastructure to serve the Central Area and the level of development considered appropriate for the area.

A number of ongoing transportation improvements are being undertaken to provide additional transportation capacity into the Central Area. These include modifications to the Yonge-University line signal system and incremental expansion of GO commuter rail service. In addition, the potential for greater use of rail corridors for rapid transit is soon to be evaluated. The question of transportation and growth is being monitored annually. The Central Area Transportation Issues report notes that the lead time for major transportation improvements to increase capacity to the Central Area can be significant. It states that studies should be initiated should the monitoring program identify major problems within a 5 year time frame.

However, it is possible to reduce the need for transportation improvements in the Central Area by increasing the amount of housing and population in the Central Area. Much of the increase in residential population in the Central Area would work in the Central Area and involve walk to work trips. The Metropolitan Plan Review Housing Policy report suggests housing targets to be achieved for each municipality with 100,000 new housing units to be produced in the City of Toronto during the period 1989-2011. Much of this would be in the Central Area and the areas surrounding it.

## North York Centre

The North York Centre is the most successful Centre outside the Central Area. It contains the necessary ingredients for a vibrant multi-functional Centre: good road, highway and rapid transit accessibility, major office and residential development, a large government presence and strong local leadership. Development of the Centre is progressing quickly. Taking into account existing, approved and proposed development, the Centre is almost at the development cap set in the Secondary Plan.

Given market forces, the Centre will continue to attract growth. Further growth however, requires major improvements to the transportation system. It is in the Metropolitan interest that this Centre continue to grow subject to stability of the adjacent residential neighbourhoods. The present Official Plan envisages the Centre accommodating 63,000 workers and 27,000 residents in the long term. **Metropolitan Toronto should provide the necessary** infrastructure to enable the Centre to reach its planned potential.

The Government of Ontario has not yet approved funding for the Sheppard subway line. The lack of Provincial funding is compromising the Centres policy for both the North York and Scarborough Centres and will not help promote additional Centres, discussed later, along the Sheppard subway line.

If Provincial funding for the Sheppard subway is not forthcoming soon, the options are to:

- remove the development cap and allow the level of traffic congestion to increase. This could impair development of the Centre and impact negatively on adjacent residential neighbourhoods;
- refuse to permit further development in the Centre beyond the transportation capacity. This would mean that the Centre would not develop to its planned potential and development would be forced to locate in other areas. Attempts would have to be made to redirect growth to other Centres;
- make improvements to existing east-west bus service which will help alleviate some movements but cannot be regarded as an alternative to rapid transit; or
- seek other means of funding the Sheppard subway with the inherent difficulty of assessing the taxable benefits due to the subway itself.

There is great alarm that the North York Centre will be seriously injured if the transportation capacity is not increased now that the development cap is being reached. Transit solutions are required. Failing that, other options as discussed above can be pursued. But these options are not as good as the transit solutions. North York Centre has tremendous development momentum which demonstrates the success of the Centres policy. Funding of rapid transit improvements is needed to enable the Centre to continue to grow.

### Scarborough Centre

The Scarborough Centre is well located in relation to major transportation routes including Highway 401 and the Scarborough rapid transit line. The Centre is at an early stage in its development with significant potential for further growth. It currently contains a large government component, shopping mall, YMCA and several other office buildings. The recent approval of major housing development will broaden the range of uses in the Centre and contribute to its multi-functional character. Greater efforts must be made to improve pedestrian access and circulation in the Centre.

The Centre's strategic location along Highway 401 enables it to intercept travel from the east. The Centre needs the Sheppard subway to provide sufficient peak period capacity to accommodate the employment levels now provided for in Scarborough's Official Plan.

Development of the Centre is expanding east and west into the adjacent industrial lands destabilizing these areas. Official Plan Amendment No. 591 which permits offices in these industrial lands should be re-examined to determine the effects on the industrial areas and the development of the Centre. Metropolitan Toronto should continue to support expansion of the Centre while also maintaining the integrity of the industrial areas which are still appropriate for industry.

## Islington-Kipling Centre

The Islington-Kipling Centre is at an early phase in its development. It is comprised of a large residential component with some office development and good potential for increased development. The development of the Mississauga City Centre to the west may be affecting the development of the Centre.

Growth of the Islington-Kipling Centre is in the Metropolitan interest and should be supported. It is well located on the rapid transit system and is served by two subway stations. Metropolitan Toronto, which owns land in the Centre, has decided that these lands will be released for development. In order to succeed as a Centre and induce additional private sector development, a major government and civic presence appears to be a necessary ingredient. The Centre is showing potential beyond its Intermediate Centre designation to a Major Centre but this is dependent on the level of government presence, the resolution of transportation impediments involving the Six Points Interchange and the provision of additional transportation capacity.

## Eglinton-Yonge Centre

The Centre contains a diversity of uses including office, retail and residential development. It is almost at its planned development capacity with only a few sites having redevelopment potential, the major one being the Canada Square proposal on the lands over the T.T.C. terminal. This development will likely bring the Centre to the employment target in the Official Plan. The potential for further growth of the Centre is limited.

## St. Clair-Yonge Centre

The Centre is located along the Yonge subway line and contains a variety of office, retail and residential uses. It is almost fully developed although some development potential does exist. Development of the Centre has extended east and west along St. Clair Avenue. Further development could occur in the area to the south focusing on the Summerhill subway station.

## Kennedy-Eglinton Centre

The Kennedy-Eglinton Centre is located at the intersection of the Danforth subway line and the Scarborough rapid transit line. The area contains some residential and retail uses but little office development. Although it is Metropolitan policy to develop an Intermediate Centre at this location, further development potential of this area is greatly constrained by major transportation facilities, utility corridors and land ownership problems. The Centre is a transportation node but is not currently an employment centre of Metropolitan significance.

**Given the Centre's poor development performance to date, Scarborough should determine the development potential of the Centre and formulate a development plan and strategy for the Centre through the preparation of a comprehensive secondary plan.**

## Other Issues

The Central Area Plan, North York City Centre Secondary Plan, Yonge-Eglinton Part II Plan and Kipling-Islington City Centre Secondary Plan contain policies permitting density bonuses and in some Plans the transfer of densities in order to achieve a variety of objectives specified in the Plans. The use of density bonuses and transfers has raised public concerns of the impact this has on development in the Central Area.

**Should Metro Toronto have a policy on the use of density transfers and bonusing by the local municipalities? Should limits be placed on the size of bonusing and transfers as well as on the kinds of facilities or purposes which are given in return?**

## 5.2 Principal Foci

### York Focus

The York Focus contains the York Civic Centre and Board of Education offices, public parks and open space, some industrial development and residential uses but little office development. York is proposing to develop a mixed-use City Centre at this location to accommodate an ultimate population of 12,500 residents and 12,200 jobs.

**It is in the Metropolitan interest that a vibrant centre develop at this location which would contribute to the achievement of the Official Plan's multi-centred concept.** However, the area lacks rapid transit and has difficult site characteristics. Metro Council has approved a future rapid transit line along Eglinton Avenue which would serve the York City Centre. In addition, the Eglinton/Black Creek node has been identified by the Province as a potential "gateway" with a proposed GO rail station.

**Metropolitan Toronto should support the development of a City Centre in the area. This would involve infrastructure support as well as a change in the Focus designation to either:**

- **a Regional Economic Centre to recognize its potential as a gateway served by Black Creek Drive, Eglinton Avenue and the Georgetown GO rail line; or**
- **an Intermediate Centre based on Metro Toronto's designation of a future rapid transit line along Eglinton Avenue.**

### Etobicoke Focus

The Etobicoke Focus is located along Highway 427 with excellent highway accessibility to Pearson airport. The area includes the Etobicoke Civic Centre, office buildings, hotels and residential development. The area has significant office development potential but is constrained by the existing capacity of the transportation system. The recent Etobicoke Draft Official Plan (June 1989) proposes to designate this area as a Primary Centre for high density office, residential and hotel development to be served by rapid transit in the future. However, as there are currently no Metropolitan plans for a rapid transit line to serve this location, the area may be more appropriately designated as a Metropolitan Office Park.

## 5.3 Office Parks

Office Parks have developed in response to a demand for suburban office development oriented to expressways providing direct access to the Central Area. They also serve a need for companies wanting lower cost park-like corporate settings as an alternative to the expensive location and congested character of the Central Area. Many of the Office Parks were originally parts of industrial areas. Most have a mainly office and industrial character with few retail-service amenities. The Office Parks generally have good highway accessibility which has assisted their growth.

The development of Office Parks in Metro Toronto has fulfilled a need for auto oriented office space. The Office Parks along the Don Valley corridor such as Consumers Road, Flemingdon Park and Duncan Mill are very significant employment concentrations with major office development. Consumers Road and Flemingdon Park are almost fully developed and the lack of additional transportation capacity is a major constraint to further growth. Development in Flemingdon Park, Duncan Mill and Airport Strip is expanding into the adjacent industrial areas.

Metropolitan Toronto should build on the success of the Office Parks. The Office Parks policy should be re-oriented to provide support for their growth and development, to the extent that existing road infrastructure can handle this growth, and encourage a greater mix of uses to develop. Improvements to surface transit should be examined as well as transportation management measures including shuttle buses to rapid transit stations, staggered work hours and other measures that contribute to a reduction of the number of vehicles and co-ordinate access to the Office Parks. Metropolitan Toronto should work co-operatively with the area municipalities to examine these.

The Airport Strip Office Park is located adjacent to Pearson Airport and plays a unique role within Metropolitan Toronto serving the business, industrial and tourist sectors related to the airport. **Etobicoke is currently completing a study involving a Secondary Plan for the area. This study should be supported and expanded by Metropolitan Toronto to identify the role the area should play in a Metropolitan context and to formulate a joint strategy to promote its development.**

The Consumers Road Office Park is located adjacent to the future rapid transit line along Sheppard Avenue. Construction of the line would increase the development potential of the Office Park and would result in redesignating the area as a Centre.

The Thorncliffe Park Office Park contains a variety of land uses including a large shopping mall, light industrial uses and some offices. It is surrounded by an industrial area to the north and high density residential community to the south. The extension of Leslie Street may increase the development potential of the area. The large amount of retail and residential development in and around the Office Park and the limited amount of office development raises the question whether the Office Park designation is an appropriate classification. **It is in the Metropolitan interest that a strong centre containing a diversity of uses develop in this area. It is suggested that a Regional Economic Centre designation would better reflect the character of the area.**

## 6.0 REGIONAL PROJECTIONS

Continued growth in population and employment in Metro and the surrounding regions indicates increased pressure on the regional transportation system to and within Metro. By the year 2011, there will be almost 1 million cross-boundary work trips daily: 60% into Metro and 40% out of Metro. These trends have implications on the multi-centred concept.

Suburban Centres and Office Parks can play an important role by acting as "intervening opportunities" between the growing labour force outside of Metro and the increased employment opportunities within Metro's boundaries. In order to reduce the level of incommuting into Metro Toronto and shorten work trips, the regions surrounding Metro should be encouraged to attract a greater proportion of the Metropolitan Region's employment growth by adopting a centres policy in their regional and local plans. Metro Toronto should enter into discussions with these municipalities to foster the development of this concept.

## 7.0 DEVELOPING DIRECTIONS FOR METROPOLITAN POLICY

### 7.1 Additional Centres

In order to further the objectives of the Official Plan, particularly in view of the proposed expansion of the subway system, there is a need to consider designating additional Centres in Metropolitan Toronto. As this report indicates, the six Centres designated in the Plan outside the Central Area have only moderately altered the pattern of development. The creation of additional Centres has the potential to develop additional growth centres in the suburban areas of Metro thereby strengthening the multi-centred concept, reducing the pressures for further growth in the Central Area and altering the trends of continued high levels of dispersed auto-oriented development.

The following areas have been identified as study areas for potential new Centre locations:

- **Sheppard subway line at Kennedy Road, Don Valley/Highway 401 and at Bayview Avenue or Leslie Street**
- **Eglinton rapid transit line at the York Civic Centre and at the Allen Expressway**
- **York Mills at Yonge Street**
- **Davisville at Yonge Street**

It is recognized that other local nodes would develop along the rapid transit system.

The Downsview Airport lands are recognized as having a potential major impact on the future urban structure of Metro Toronto. The area is designated as a Special Study Area in the Metropolitan Official Plan. The site currently includes the Boeing de Havilland aircraft plant which employes more than 5,000 people. As one of Metro's largest industrial employers, it is in the Metropolitan interest to maintain this major industrial facility at this location due to its requirement for the air strip and the significant economic benefits it provides to Metro Toronto.

## 7.2 Additional Office Parks

In order to recognize the existing concentration of office development in certain locations as well as their excellent highway accessibility, the following area has been identified as a study area for a potential new Office Park location:

- **Steeles/Victoria Park**

## 7.3 Additional Employment Classifications

The Official Plan recognizes that other centres of employment exist in Metro but are not designated in the Plan. In some cases, these areas are important to the neighbourhoods and municipalities in which they are located. In other cases such as some regional shopping centres and rapid transit locations, the employment centres are important to the Metropolitan community. Such areas warrant designation in the Metropolitan Official Plan. These areas could be designated as Regional Economic Centres and developed as moderate density mixed use centres.

In addition, the creation of Regional Economic Centres has the potential to concentrate some of the dispersed auto oriented office development into nodes which can be more easily served by transit thereby reducing the demands on the transportation system at dispersed locations. This is preferable to dispersed office development along arterial roads.

The following areas have been identified as study areas for potential Regional Economic Centres:

- York University
- Markham Road/Milner Avenue
- Yorkdale
- Sherway/Highway 427
- Rexdale/Highway 27
- Lakeshore Boulevard/Motel Strip
- Shoppers World at Danforth and Victoria Park

## 7.4 Future Directions

This report has reviewed existing Centres, Office Parks and Foci outlining policy options to guide their development. It has also identified a number of areas as potential new Centres, Office Parks or Regional Employment Centres. A preliminary evaluation of these study areas is currently underway.

In order to decide on directions for Metropolitan policy it is necessary to determine:

- whether the development being captured by suburban Centres is different from that being attracted to other suburban locations;
- whether a move to restrict development in the Central Area would result in greater development in suburban Centres; and
- whether the creation of additional employment centres would alter the dispersed pattern of development and strengthen the multi-centred concept.

The office location dynamics study being undertaken by a consultant for the Planning Department will look at some of these questions.

The re-evaluation of the multi-centred concept and designation of additional Centres is also subject to the question of the impact of future rapid transit initiatives. From Metro Toronto's point of view a rapid transit system serving travel demand across the suburban areas of Metro Toronto is the preferred choice. The designation of additional Centres along these routes would reinforce the need for a suburban rapid transit system.

The Planning Department needs informed input on future directions for Metropolitan policy. It is important the Planning Department hear from all members of the Metropolitan community on the issues discussed in this report and the policy directions presented.

# 1.0 INTRODUCTION

The Metropolitan Official Plan adopted by Council in 1980 was the result of an extensive evaluation of the future direction of Metropolitan Toronto. The Official Plan seeks to modify the development pattern which existed at that time. A major objective of the Plan is the creation of centres across Metro Toronto. In the 10 years since the Plan was adopted, a number of major Centres and office areas have developed across the metropolitan area.

The Official Plan's Centres policy, which is a key component of the concept for the urban structure, has been successful. Of the six Centres outside the Central Area designated in the Official Plan, North York and Scarborough are major concentrations of employment and development. They have increased their office space over fivefold and office employment over threefold since 1976. The Eglinton and St. Clair Centres are mature multi-functional Centres and Islington-Kipling is now showing signs of success. Only Kennedy-Eglinton has yet to fulfil its promise. A major conclusion of this report is that the development of Centres across Metro is a necessary and practical concept to be actively supported and expanded by Metropolitan Toronto.

## 1.1 Objectives of the Report

This report reviews the implementation of the multi-centred concept and the development of office concentrations in Metro Toronto; namely Centres, Office Parks and Foci. The objectives of the report are to:

- highlight emerging issues in the development of these office concentrations and the implementation of the multi-centred concept;

- determine the Metropolitan interests in the development of Centres;

- present options to change existing policy and suggest directions to achieve the Metropolitan interests; and

- suggest possible locations for the designation of new centres.

For an understanding of the locational dynamics of the office sector, reliance will be placed on the results of a consultant study to be available by the end of 1989. **Ultimately, the report attempts to generate discussion within the Metropolitan community on the future shape of Metro and the pattern that development should take.**

## 1.2 Structure of the Report

The report first reviews Metropolitan planning policy pertaining to the concept, Centres and office areas. Next, there is an examination of initiatives that have been undertaken to implement the policies. This is followed by an analysis of the success of the multi-centred concept. The next section of the report reviews the character of designated office areas in Metro Toronto raising issues on the direction the development of each area has taken so far and suggesting policy changes. A discussion of emerging Regional trends and projections and their implications on the multi-centred concept follows. The final section examines the designation of additional centres and Metropolitan policy directions.

## 1.3 Data Sources

The data contained in the report are drawn primarily from the resources of the Metropolitan Planning Department. These include the Employment, Land Use and Assessment Data Bank, Office Data Bank, Regional Planning File and Housing Data Base and population and employment projections.

# 2.0 METROPOLITAN OFFICIAL PLAN POLICY

## 2.1 Concept

The development of mixed use suburban centres on a rapid transit network is a key element in the modification of the Metropolitan urban structure. In the early 1970's it became evident that emerging land use patterns were not well served by the existing transportation network. This was particularly evident in the distribution of employment and regional services. This development pattern was characterized by:

- a strong Central Area accounting for about 60% of Metro's office development, 40% of Metro's retail space as well as most of Metro's cultural, entertainment, business, government and institutional facilities;
- loss of population in the Central Area;
- a transportation network including a subway system oriented to the Central Area;
- scattered suburban auto oriented office development with some concentrations particularly along the Don Valley Parkway; and
- low density residential development in the suburbs.

While the Central Area was the dominant office area in Metro Toronto, other major office areas were located along Yonge Street adjacent to the subway stations at St. Clair, Davisville and Eglinton. Office development in the suburbs was primarily auto oriented located mainly in North York along the Don Valley corridor. Figure 2 shows these major office concentrations.

There were major problems with this pattern of development. It greatly increased demands for transportation services. While the Central Area and a few other locations of high or medium density could be served by rapid transit, it was much more difficult and expensive to provide transit services to suburban employment areas given the centrally oriented rapid transit system. While expressway construction proposed in the 1960's had come to a halt, auto-oriented suburban development continued. It also meant that most people did not live near where they worked with resulting long commuting times. In addition, the major cultural, entertainment and institutional facilities located in the Central Area were distant from suburban areas undergoing growth in population.

Three major alternatives to change the pattern of development were considered. Each implied a different transit/road mix. The first option involved stressing centralization in which the Central Area would continue to be the primary focus of all business and transportation activities. The second choice emphasized deconcentration, encouraging the development of commercial sub-centres throughout Metropolitan Toronto, served by appropriate transportation facilities. The third option lay in promoting dispersed development, directing most of the new growth to suburban areas both in and outside Metro Toronto with reliance on the automobile as the means of accommodating travel needs.

The Metropolitan Official Plan adopted in 1980 chose a multi-centred structure as a means of modifying the land use/transportation relationship. This involved:

i) the creation of higher density mixed use centres

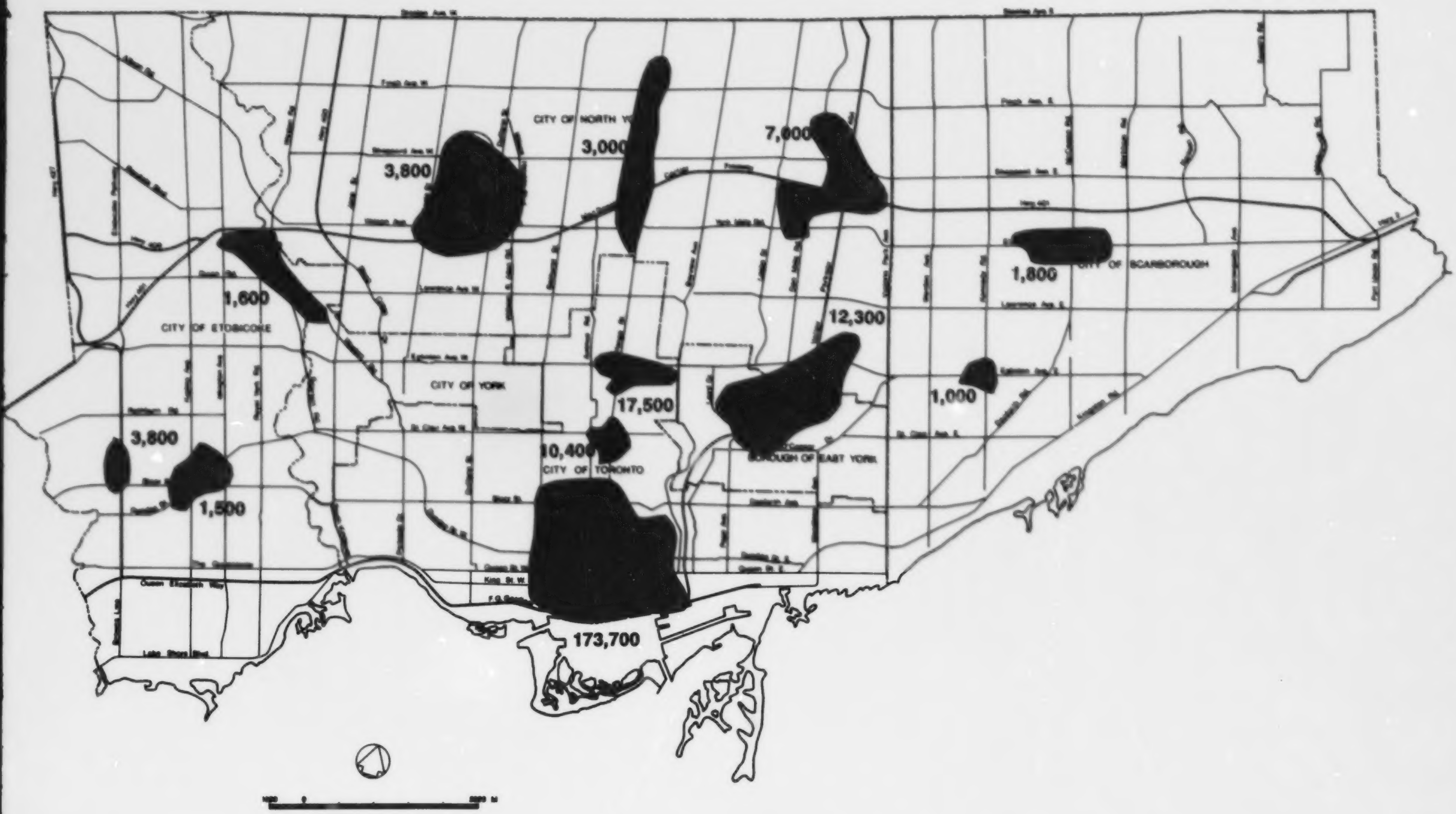

CITY OF NORTH YORK
3,000
7,000
3,800
1,600
CITY OF ETOBICOKE
CITY OF YORK
3,800
1,500
17,500
10,400
CITY OF TORONTO
12,300
BOROUGH OF EAST YORK
1,800
CITY OF SCARBOROUGH
1,000
173,700
King St. W.
Queen Elizabeth Way

FIGURE 2 MAJOR OFFICE EMPLOYMENT CONCENTRATIONS IN 1974

SOURCE: Metroplan, the Central Area and Sub-Centres. Page 19

along a rapid transit system with amenities to attract offices to these areas rather than to industrial areas; and

ii) the adoption of policies to contain existing suburban auto-oriented office concentrations within newly created office parks with restrictions on the range of support services and mix of uses within them.

The Plan aims to maintain a strong Central Area while at the same time focusing much of the suburban growth in a limited number of concentrations.

Locating Centres along the rapid transit system was intended to encourage two-way use of the subway, encourage greater use of transit, and reduce commuting distance and travel time. The multi-centred concept would make the best utilization of major transit facilities for travel across Metro. It would provide more job opportunities at more locations closer to where people live. Centres would enable people to live close to their work by tieing together new jobs and housing. They would also provide a greater range of urban amenities and services to suburban residents. **These are still valid objectives to be pursued through the development of Centres.**

From Metropolitan Toronto's point of view, it was desirable that the multi-centred concept be extended beyond Metro's borders. It was hoped that the development of centres in the regions surrounding Metro would be promoted reducing the stress on Metro's transportation system.

## 2.2 Specific Policies

The Official Plan outlines detailed policies on Centres, Office Parks and Foci. These policies are included in Appendix 1 of this report. Figure 3 indicates the general location of these areas.

### 2.2.1 Centres

The Plan designates a hierarchy of Centres:

- the present Central Area in the City of Toronto;
- two Major Centres, one each in Scarborough and North York; and
- four Intermediate Centres, two in Toronto and one in each of Etobicoke and Scarborough.

The Centres outside of the Central Area are intended to function as city centres/downtowns providing focal points within their own subregion bringing to suburban residents a greater range of urban amenities and activities. A limited number of Centres was planned so that they not compete with one another.

The Plan indicates that:

- The Central Area will continue as the primary location of government, head offices, financial and other institutions, retail trade, communications, cultural and entertainment activities.

- Centres will be developed outside the Central Area which are concentrations of mixed development of business, government, housing, institutions and cultural and recreational facilities.

- Centres are to be located along a rapid transit line.

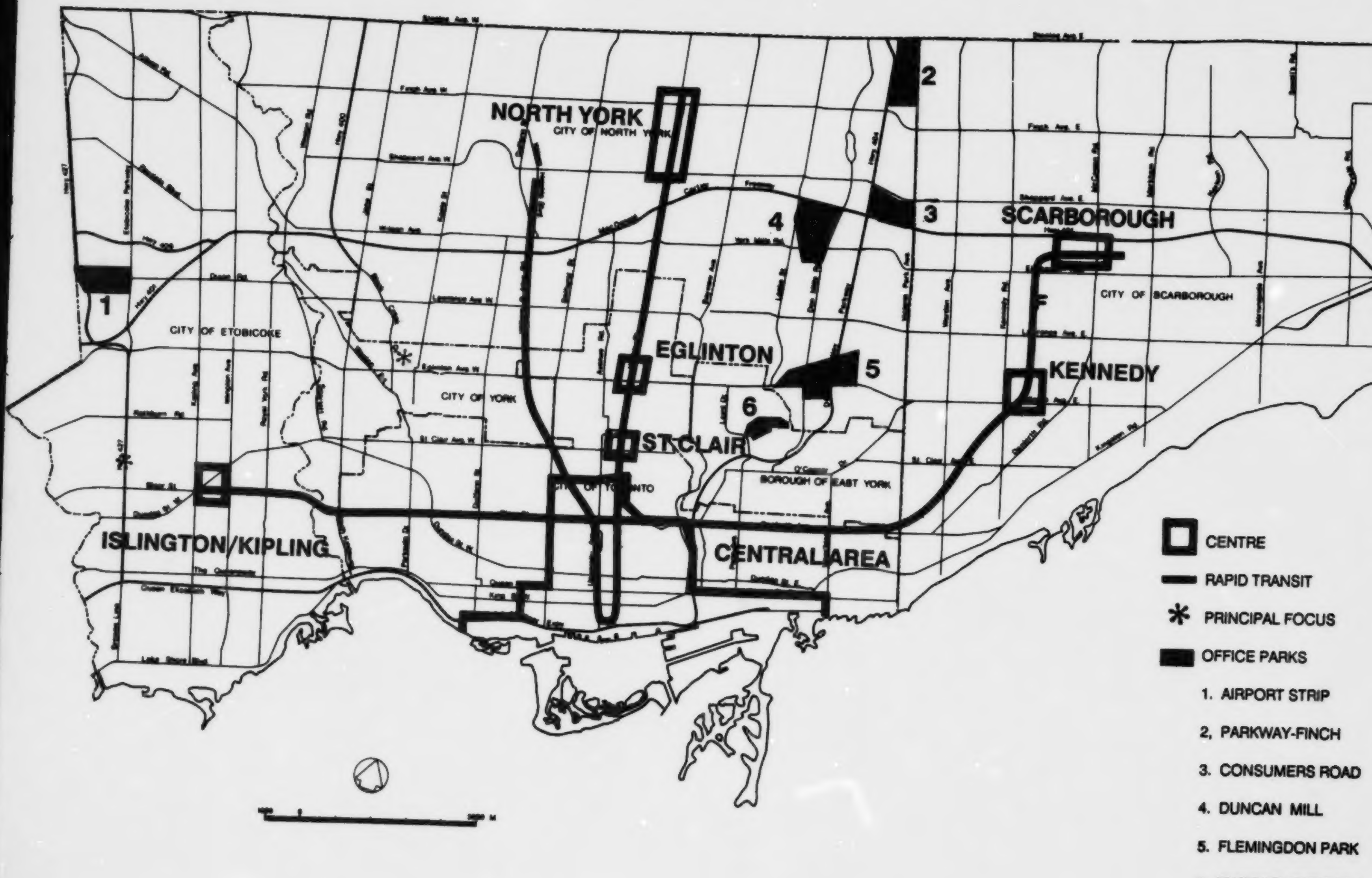

NORTH YORK
CITY OF NORTH YORK
SCARBOROUGH
CITY OF SCARBOROUGH
KENNEDY
EGLINTON
ST. CLAIR
CITY OF TORONTO
BOROUGH OF EAST YORK
CENTRAL AREA
CITY OF YORK
CITY OF ETOBICOKE
ISLINGTON/KIPLING
1
2
3
4
5
6
CENTRE
RAPID TRANSIT
PRINCIPAL FOCUS
OFFICE PARKS
1. AIRPORT STRIP
2, PARKWAY-FINCH
3. CONSUMERS ROAD
4. DUNCAN MILL
5. FLEMINGDON PARK
6. THORNCLIFFE PARK

FIGURE 3 THE MULTI-CENTRED CONCEPT

- Centres should have a significant residential component providing accommodation for a variety of household types and sizes.

- Major Centres are to be:

  - multi-functional in land use containing a variety of economic, social and residential amenities;
  - compact and pedestrian oriented, implying the ability to walk within the Centre; and
  - intensive in development implying higher densities.

- Intermediate Centres will have essentially the same characteristics as Major Centres but will provide fewer jobs and serve a smaller area.

In order to implement the Metropolitan policies, the Plan directs the area municipalities to prepare a development plan for their designated Centres. These development plans should have a 10-20 year horizon and should define the boundaries of the Centre, designate land uses, assign densities and establish urban design criteria amongst other matters. Provision is made for designating additional Centres in the future based on growth in employment within Metropolitan Toronto.

The Official Plan does not specify the level of development anticipated in Centres. However, Schedule 1 in the Appendix to the Plan suggests anticipated employment increases to be achieved by the year 2001. These figures are to be used as a guide and do not form part of the Plan.

**TABLE 1: EMPLOYMENT IN MAJOR AND INTERMEDIATE CENTRES**

| Location | 1976 | 2001 | Increase 1976 to 2001 |
|---|---|---|---|
| **Major Centres** | | | |
| North York Centre | 7,800 | 40,000 | 32,200 |
| Scarborough Town Centre | 4,200 | 30,000 | 25,800 |
| Sub-Total | | | |
| Major Centres | 12,000 | 70,000 | 58,000 |
| **Intermediate Centres** | | | |
| Eglinton | 16,600 | 22,000 | 5,400 |
| St. Clair | 13,500 | 18,000 | 4,500 |
| Islington/Kipling | 4,500 | 13,000 | 8,500 |
| Kennedy | 1,100 | 10,000 | 8,900 |
| Sub-Total | | | |
| Intermediate Centres | 35,700 | 63,000 | 27,300 |
| **Metropolitan Toronto Total** | **47,700** | **133,000** | **85,300** |

Source: Taken from Schedule 1 of the Official Plan

Since the Plan was approved, changes to area municipal land use policy and improvements to major infrastructure have increased the development potential of several Centres. New and proposed transit facilities, both within Metro and linked to the surrounding regional municipalities, also have implications for the rate and direction of growth within Centres. The implications of these changes will be discussed in a later section.

The objective of developing Centres in Metro Toronto does not imply arbitrary limits to growth in the Central Area. While no limits were set on growth in the Central Area, the Official Plan does state that employment in the Central Area will increase by about 52,000 jobs between 1976 and 2001. It indicates that as this growth can be accommodated without additional major transportation facilities, no additional rapid transit lines into the Central Area will be permitted (Section 6.B.2a). This policy does not preclude improvements to the quality of service on the subway lines, improvements to surface transit within the Central Area, or limited increases to GO rail service to the Central Area.

In addition, it was considered desirable that the capacity of the transportation system not be increased into the Central Area so that it would not encourage the Central Area to grow in employment at the expense of growth in other Centres. It was also desirable that development in the Central Area not rise to a level which might detract from the quality of its environment. In view of recent directions of growth in the Central Area and transportation proposals under consideration, the policies will require re-examination.

The Plan provides no parameters as to the general size or scale of Major and Intermediate Centres. Employment targets to be achieved for each Centre are included in the Appendix of the Plan but they are specific for each Centre. **In order to differentiate Major Centres from Intermediate Centres it would be useful to include general ranges of sizes for these classifications in the Official Plan. It is suggested that:**

- **Major Centres be planned to support a minimum employment level of 40,000 jobs;**

- Intermediate Centres be planned to support an employment level in the range of 12,000 - 24,000 jobs; and

- a housing to employment standard be established for Centres. While the Plan currently emphasizes the development of office jobs in Centres, the aim is to develop a mix of employment and residential uses in Centres. The existing ratio of housing units to employment within each of the Centres is:

| | | |
|---|---|---|
| Central Area | 1:5.8 | |
| North York | 1:5.3 | |
| Scarborough | 0 | There is currently no housing in the Scarborough Centre. |
| Eglinton | 1:2.4 | |
| St. Clair | 1:3.4 | |
| Islington | 1:2.5 | |
| Kennedy | 1:4.3 | |

### 2.2.2 Office Parks

It was not expected that designated Centres would be the only areas or concentrations of activity to serve suburban areas. The Plan designates six Office Parks, one in Etobicoke, four in North York along the Don Valley corridor and one in East York. Office Parks have developed in response to a demand for suburban office development oriented to expressways providing direct access to the Central Area. They have also served a need for companies wanting lower cost park-like corporate settings as an alternative to the expensive locations and congested character of the Central Area.

Many of the Office Parks were originally parts of industrial areas. But they gradually attracted an increasing amount of office development. The Office Park policy does not promote the development of Office Parks but rather aims to contain their development. No provision is made for their expansion or for the creation of additional Office Parks. The Plan indicates that area municipalities are to define the outer limits of the Office Parks. The policy aims to restrain office development from encroaching beyond the Office Park boundaries into the surrounding industrial lands, restrict the variety of uses within Office Parks and control development in relation to density and the accommodation of traffic.

### 2.2.3 Principal Foci

The Plan also identifies a York and Etobicoke Principal Focus at the site of their civic centres. They are to act as a focus of commercial and community activities. There is no indication in the Plan as to the basis of the concept for the Principal Foci, their relation within the new urban structure or a vision of their future.

### 2.2.4 Other Office Areas

The Plan recognizes the importance of Area Municipal Centres which are areas designated by the area municipalities as having local significance. They are not designated in the Metropolitan Toronto Official Plan.

The Plan also encourages the development of concentrations of office, retail and institutional uses within approximately 300 metres of rapid transit stations so as to optimize the use of existing infrastructure.

Although the Plan indicates that development in commercial and institutional areas outside of Centres, Office Parks and Industrial Areas is an area municipal responsibility, it indicates that the scale and density of development in these areas should encourage the growth of Centres and thus not compete with Centres.

## 2.3 Issues Related to Metropolitan Policy Directions

Many of the policies, definitions and maps in the Plan relating to Centres, Office Parks and Foci are not consistent. These administrative matters are discussed in Appendix 2.

In reviewing the multi-centred concept and evaluating the Centres, Office Parks and Foci policies, several broad issues need to be addressed:

- **To what extent have the policies modified the urban structure and created a multi-centred structure?**
- **In light of the continued expansion of auto-oriented suburban offices, what options can be explored to strengthen the multi-centred concept?**
- **Should additional Centres or Office Parks be designated in the Official Plan? Should any be deleted?**
- **Are the Centres, Office Parks and Principal Focus classifications in the Plan still appropriate?**

These and other issues will be examined below.

# 3.0 INITIATIVES TO IMPLEMENT THE MULTI-CENTRED CONCEPT

## 3.1 Metropolitan Transportation Initiatives

Metropolitan Toronto has made significant commitments to the development of the multi-centred concept primarily related to transportation initiatives. This has included undertaking major planning studies for improvements to the existing transportation system and investment in new transportation infrastructure.

The biggest expenditure has been for Centres. Transportation infrastructure such as rapid transit and roads helps support the higher density of development of Centres. It provides increased accessibility to Centres thereby improving their location and development potential. This is Metro's most important contribution to support development of Centres. Support for Centres over Office Parks was primarily due to the fact that the concept of the Plan aimed at promoting greater transit use while Office Parks were mainly auto-oriented.

Since the introduction of the multi-centred concept, the following transportation commitments have been undertaken.

**CENTRES**

Central Area

- A Harbourfront Light Rail Transit line is under construction and will serve development within the Central Waterfront Area.

- Metro Council has approved the extension of Front Street westerly from Bathurst Street to the Gardiner Expressway.

- Council has approved the extension of Leslie Street south to the Bayview Extension and the widening of sections of the Bayview Extension.

- Other transportation proposals designed to serve the Central Area which are under study include:

  - extension of the Harbourfront L.R.T. both east and west;
  - a transit line along Spadina Avenue from Bloor Street south to Queen's Quay connecting with the Harbourfront line; and
  - increasing the capacity of the Yonge-University subway line.

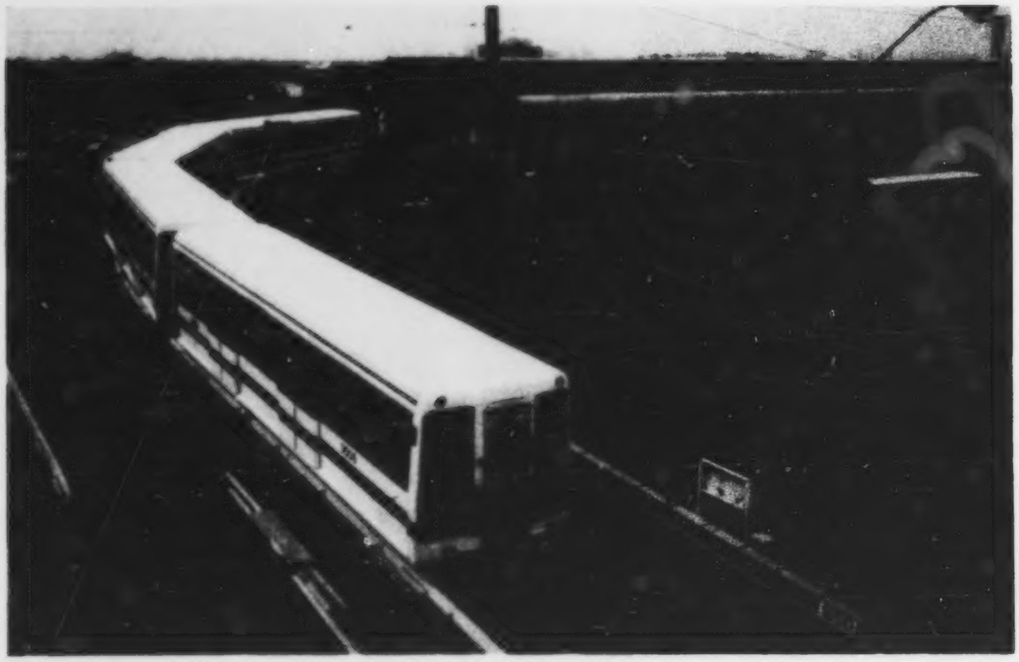
## North York City Centre

- An additional subway station at Park Home Avenue was built to support development around the Civic Centre.

- Metro Toronto has participated in transportation studies to improve access and traffic circulation within the Centre. Improvements are underway and a monitoring system has been established to determine their effectiveness.

- an Environmental Assessment is currently being initiated for the widening of Sheppard Avenue from Allen Road to Leslie Street.

Construction of a subway station at Park Home Ave has supported development in the North York Centre.



The Scarborough Rapid Transit line connects the Scarborough Centre with the Danforth subway line.

- Metropolitan Council has designated a future rapid transit line along Sheppard Avenue, from Allen Road to the North York Centre and to the Scarborough City Centre. This will accommodate more efficient distribution of ridership across the northern part of Metro and will support intensification of development at station locations along its route. The North York and Scarborough City Centres and Consumers Road Office Park will benefit significantly from the Sheppard line.

### Scarborough City Centre

- A rapid transit line from the end of the Danforth subway to the Scarborough City Centre was constructed ahead of actual demand in order to encourage increased transit ridership. It is estimated that transit modal split has increased from about 3% in the late '70s to about 23% in 1987.

- Joint studies on road requirements to serve the Centre have resulted in construction of an interchange with Highway No. 401 at Brimley Road and improvements to the existing road network.

- Metro has designated the Malvern Transportation Corridor in its Official Plan to accommodate the eventual extension of the RT to the vicinity of Markham Road and Sheppard Avenue.

- Metro is participating in a study of the Milner Avenue corridor and the impact of development on the transportation system.

## Islington/Kipling Centre (Etobicoke)

- The extension of the Bloor subway one stop to Kipling has increased the redevelopment potential of the area.
- Metro has participated in several road studies (ongoing) to reconfigure the Six Points interchange to provide better access to land in the vicinity.
- Inter-regional buses will be transferred to Kipling station to facilitate office development at Islington station.

## PRINCIPAL FOCI

### York Focus

- Metro Council has designated a future rapid transit line along Eglinton Avenue West. This should strengthen the development potential of the proposed York City Centre.

## OFFICE PARKS

### Consumers Road

- Road improvements were undertaken along Victoria Park Avenue.

### Flemingdon Park

- Improvements to a bridge and construction of ramps to the Don Valley Parkway are underway.

- o Metro Council has approved the widening of Don Mills Road from Overlea Boulevard to York Mills Road for provision of a high occupancy vehicle lane (including buses).

Thorncliffe Park

- o Metro Toronto has approved the extension of Leslie Street south of Eglinton Avenue to join Bayview Avenue. It has also approved the widening of Bayview Avenue from four to six lanes south of the point where Leslie Street will join it.

- o Metro is committed to improve the Don Mills/Overlea intersection and has approved the widening of Don Mills Road.

From the above discussion it is clear that transportation initiatives for Centres have been the most important Metropolitan contribution to the implementation of the multi-centred concept.

## 3.2 Provincial Transportation Initiatives

The Ministry of Transportation recently completed a review of transportation needs and funding priorities for the Metropolitan Region. The policy statement (Transportation Directions for the Greater Toronto Area, May 1988) sets out the following major transportation improvements in Metropolitan Toronto:

- add a new station on the Georgetown commuter rail line at Eglinton Avenue;
- upgrade service on the commuter rail network to downtown Toronto;
- reconsider provincial funding for a Sheppard subway and Eglinton West transit line at some future date;
- increase capacity on the Yonge subway;
- extend the Spadina subway to Sheppard Avenue; and
- develop transportation gateways which enable people to transfer from cars and buses to high speed transit. Gateways are also to incorporate inter-city buses and car pools and may become nodes of residential, commercial and recreational development. Locations targetted as possible future gateways in Metro include Kipling subway station, Highway 427 and the Queensway (Sherway), Kennedy/Steeles, Markham/Sheppard, York University, Renforth Drive/Eglinton Avenue West and Black Creek Drive at Eglinton Avenue West.

## 3.3 Relationship Between the Centres Concept and Transportation Initiatives

The Centres concept is based upon an expanded rapid transit network, including a new east-west line to disperse trips across Metro and weaken the orientation to the Central Area. This relationship between the Centres policy and the transportation network, particularly rapid transit, is poorly recognized but is a key element in the urban structure plan. Background reports to the Plan proposed a greatly expanded rapid transit system together with a large number of Centres. However, when the Plan was in the approval stages, the proposed new lines were taken out thus weakening the overall multi-centred concept eliminating some Centres and weakening others.

New suburban rapid transit lines have not yet been constructed and the latest transportation improvements announced by the Province primarily support further movement to the Central Area. In addition, other Provincial transportation initiatives concentrate on road and expressway improvements in the surrounding regions to the detriment of transit. While Metro awaits provincial funding approval for new rapid transit lines, minor extensions to the rapid transit system in Metro (the extension of the Spadina line to Sheppard) create uncertainty as to the direction development should take. The creation of "Gateways" in Metro will facilitate travel to the Central Area unless they are integrated with suburban development and transit improvements.

Without support from the Province, the success of the multi-centred concept will be impaired. Metro Toronto may have to base future planning directions on different strategies or assumptions all of which are less desirable than those in the Plan including Amendment No. 8 which shows future rapid transit lines on Eglinton Avenue West and Sheppard Avenue. These could include the following:

- look for new funding mechanisms for an east-west rapid transit facility with the prospect of having to devise a workable and fair system to capture increased land values;

- develop new rapid transit lines using the network of rail corridors within Metro. Unfortunately, the existing rail corridors, except for the CPR line that parallels Dupont Street, are radial focusing development on the Central Area. However, some key locations at subway and road intersections offer some promise.

- explore alternatives to fixed rail rapid transit (i.e., busways, express buses). These lines however, would carry lower volumes of passengers and do significantly less in supporting increased development potential of Centres; or

- assume that the major centres now have sufficient impetus to continue development without further support recognizing that they are not likely to reach the scale that is anticipated.

While Metro Toronto is exploring the first three options in which there appears to be some merit, clearly the preferred option is to get Provincial commitment to fund suburban rapid transit lines to fully support the Centres policy.

## 3.4 Other Metropolitan Initiatives

Metropolitan Toronto has undertaken a number of economic development initiatives which can be used to support the development of Centres.

- Metro's Economic Development Strategy includes a focus on traded companies (firms which export a significant amount of their product or service) and high value-added sectors. Programs include a:

- Headquarters program to attract new head offices to Metro and retain existing headquarters jobs;
- Key and Threshold Companies programs to identify and support Metro's most important and fastest growing companies; and
- Key Sectors program to support key economic sectors such as financial services, fashion, medical/pharmaceutical, aerospace and the environment.

The economic development strategy supports Metro's Official Plan Centres policy and encourages the growth of its key companies and sectors.

o Metropolitan land holdings, primarily along the subway rights-of-way have provided the nucleus for a number of large developments in Centres. While a number of Metro owned sites remain in Centres, the largest vacant parcel is the Westwood Theatre site in the Islington-Kipling Centre. Metropolitan Toronto has decided that the site will not be used for a T.T.C. subway storage yard but will be released for development.

# 4.0 SUCCESS OF THE MULTI-CENTRED CONCEPT

## 4.1 Distribution of Office Development in Metro Toronto

Within Metropolitan Toronto, there are over 10.4 million square metres of office space (in office buildings greater than 929 square metres). The Central Area accounts for 54% of this, Major and Intermediate Centres 13.5%, Office Parks 10% while 22.5% is located in dispersed areas of Metro. Figure 4 illustrates the distribution of office space in Metro Toronto.

Over two-thirds of Metro's office space is located in office concentrations along a rapid transit line with the remaining 27% being auto oriented development (see Table 2). Most of this rapid transit oriented development (76%) is located in the Central Area. Of the office development located in Metro outside the Central Area, over 60% is not rapid transit oriented. This is an improvement to the pattern which existed in 1976. Overall, however, rapid transit oriented office concentrations have not attracted a significantly greater proportion of office development in Metro. Auto oriented locations have attracted over one quarter of the growth in office space in Metro in the past decade and 50% of the growth outside the Central Area.

The distribution of development, however, has shifted significantly. Between 1976 and 1988, office space in the Central Area grew by 1.7 million square metres, 45% of Metro's growth. This increase in floor space was more than double that which took place in all other Metropolitan

**FIGURE 4**

DISTRIBUTION OF OFFICE SPACE
IN METROPOLITAN TORONTO

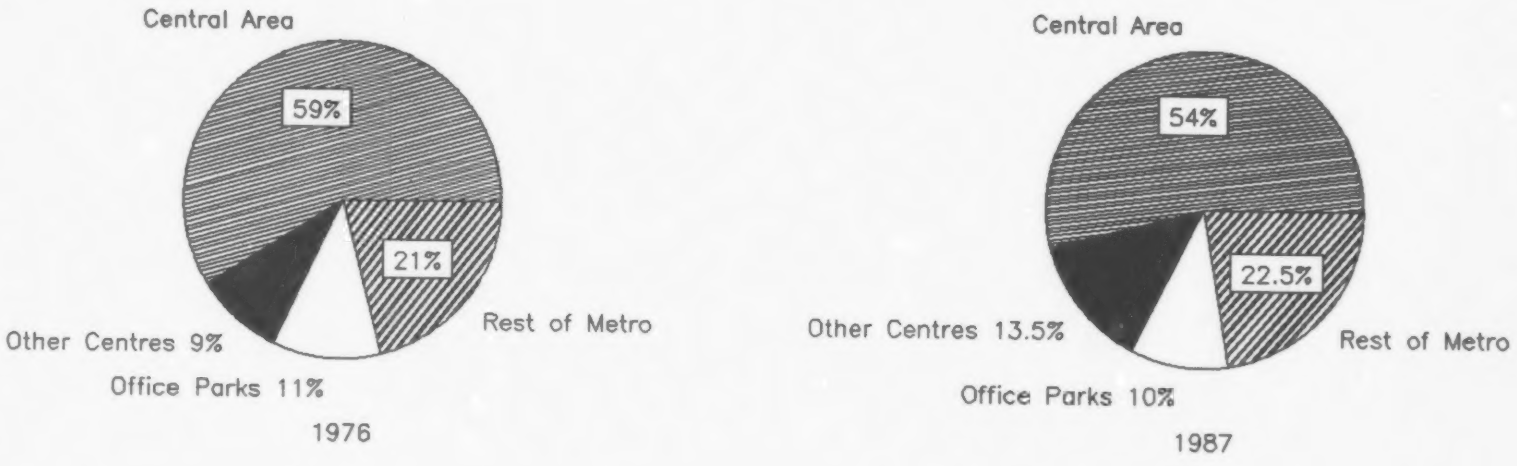


TABLE 2

## OFFICE SPACE DEVELOPMENT* BY RAPID TRANSIT AND AUTO ORIENTED LOCATIONS IN METROPOLITAN TORONTO

|  | To 1976 sq. metres | % | 1987 sq. metres | % | Growth 1977-1987 | % of Metro Growth |
|---|---|---|---|---|---|---|
| RAPID TRANSIT LOCATIONS |  |  |  |  |  |  |
| Central Area | 3977056 | 59.0% | 5656963 | 54.1% | 1679907 | 45.2% |
| Major & Intermediate Centres | 616499 | 9.2% | 1413518 | 13.5% | 797019 | 21.4% |
| Other rapid transit stations | 171492 | 2.5% | 386759 | 3.7% | 215267 | 5.8% |
| TOTAL | 4765047 | 70.7% | 7457240 | 71.3% | 2692193 | 72.4% |
| NON-RAPID TRANSIT LOCATIONS |  |  |  |  |  |  |
| Foci | 59239 | 0.9% | 150061 | 1.4% | 90822 | 2.4% |
| Office Parks | 713288 | 10.6% | 1022940 | 9.8% | 309652 | 8.3% |
| Rest of Metro | 1197917 | 17.8% | 1823062 | 17.4% | 625145 | 16.8% |
| TOTAL | 1970444 | 29.3% | 2996063 | 28.7% | 1025619 | 27.6% |
| TOTAL METROPOLITAN TORONTO | 6735491 | 100.0% | 10453303 | 100.0% | 3717812 | 100.0% |

* in office buildings > 929 sq. metres

Centres combined. Despite this level of growth, the Central Area accounts for a smaller share of Metro's office development.

This declining rate of growth in the Central Area has not been entirely consistent. For example, during the period 1977-1980 the Central Area captured 41% of office space growth in Metro. During the period 1981-1984 it accounted for 58% of all growth and during 1985-1987 it captured only 32%. Within the Central Area, the Financial District has increased its share of overall office space while the share of the rest of the Core and Fringe has declined over the past decade.

Centres outside the Central Area have increased their percentage of Metro's office development. The North York and Scarborough Centres are becoming significant office centres. Although comprising only 6% of Metro's office space, these two Major Centres have attracted 13% of the office space built in Metro in the past decade. Office development in both the North York and Scarborough Centres has grown fivefold since 1976.

Other Centres which have undergone significant growth include Eglinton-Yonge and St.Clair-Yonge. The Islington-Kipling Centre has nearly tripled in size in the past decade but is still only a minor office centre in Metro Toronto. The Kennedy-Eglinton Intermediate Centre has undergone little growth since 1976.

Metropolitan Office Parks have maintained their share of Metro's office space. Some of the Office Parks such as Flemingdon Park, Duncan Mill and Consumers Road have emerged as major office concentrations while others such as Airport Strip, Parkway-Finch and Thorncliffe Park are of a much smaller scale. Thorncliffe Park has had no new office development since 1976.

Dispersed locations account for 22% of Metro's office space, the same proportion as in 1976. Over 22% of new office space is locating in dispersed locations throughout Metro as opposed to concentrating in office concentrations designated in the Metro Toronto Official Plan.

The distribution of office employment (in office buildings greater than 929 square metres of office space) shows a similar pattern. The proportion of office employment in non-rapid transit locations was 28% in 1987 and 29% in 1976. Non-rapid transit locations have accounted for 25% of the growth in office employment.

Data on potential office development (proposed and under construction) indicates that nearly half of the potential office development in Metro Toronto is located in the Central Area. However, these proposals do not include projects for which a rezoning has not yet been requested or an "H" zoning is in place, such as much of the Railway Lands and a number of individual projects. If these projects were added to the Central Area total, then the Central Area's share would be much higher.

The North York and Scarborough Centres account for 11% of buildings that are proposed or under construction and the Intermediate Centes 4%. This represents a decline in their share of office growth of the past decade. The Islington-Kipling Centre, however, is projected to undergo major office growth accounting for 3% of Metro's proposed office development. The other three Intermediate Centres have very little office development proposed.

About 8% of proposed projects and buildings under construction are in Office Parks and 29% are in other dispersed locations across Metro. This represents a major increase in the share of development going to dispersed locations. The Kennedy-Eglinton Centre, York Focus and Thorncliffe Park Office Park have little if any proposed development or buildings under construction. Overall, two-thirds of the potential office development is in rapid transit oriented locations and one-third in auto-oriented locations. Thus compared to past growth, a smaller proportion of proposed office space is in rapid transit oriented locations.

## 4.2 Employment Projections

The Official Plan contains 1976 and 2001 employment data and projections for Metro Toronto and the Central Area. A schedule appended to but not part of the Plan outlines employment data and anticipated employment increases to be achieved for Centres. No figures are provided for Office Parks. Table 3 presents the employment data and projections.

The data indicates that of the anticipated employment growth for Metro during the period 1976-2001, 24% would be in Major Centres, 22% in the Central Area, 11% in Intermediate Centres and just less than half would locate in other areas. This follows the intent of the Centres policy that Centres outside the Central Area attract an increasing proportion of employment. However, the data also shows that other areas would attract a large amount of employment and the proportion of Metro's employment in these non-Centre areas

## DISPERSED OFFICE DEVELOPMENT

Markham Rd. and Milner Ave. in Scarborough

Don Mills Rd. and Greenbelt Dr. in North York

would change little in 2001 from the proportion in 1976 (around 60%).

It appears, however, that the 1976 employment data for the Central Area was not accurate and this raises questions as to the accuracy of the projections for 2001. The Central Area Transportation Issues report indicates that the 1976 employment level for the Central Area which was used as the base for forecasting the Central Area employment, was about 38,000 employees higher than actual 1976 levels.

In comparing the 1976 and 2001 employment forecasts with the actual 1988 employment for Centres (see Table 3), the following is noted:

o Metro is undergoing greater employment growth than the Plan projected and will greatly surpass the 2001 projection of 1,400,000 jobs. Employment in Metro Toronto in 1988 was 1,319,000 jobs which represents an increase of about 197,000 since 1976. The Planning Department's most recent projection (based on Scenario E) is for employment to reach 1,540,900 jobs by the year 2001. When the Official Plan was being prepared, the number and scale of Centres was discussed in the context of employment growth projections available at that time. It was decided to designate six Centres and the Central Area and to concentrate efforts on their development. It now appears Metro is well ahead of projections for employment growth. Thus while Centres are meeting or exceeding expectations of growth, the decision to only have 6 Major and Intermediate Centres now has to be re-evaluated given the additional employment growth Metro is likely to experience.

- the Central Area is growing faster than expected accounting for 31% of Metro's employment growth and surpassing the 52,000 forecast for the period 1976-2001. But it has not yet reached the 2001 employment target of 440,000 jobs. This figure was calculated as being compatible with the capacity of the transportation system available to serve the Central Area. The Central Area employment will likely surpass the target before 2001;

- the North York and Scarborough Centres are half way to meeting the anticipated targets;

- the Eglinton and St. Clair Centres are nearing the 2001 targets;

- the Islington-Kipling Centre will most certainly surpass the 2001 target as it has almost reached that level;

- the Kennedy-Eglinton Centre is very far from the 2001 target and is unlikely to reach it by the end of the century unless major initiatives are undertaken; and

- dispersed areas in Metro have undergone major employment growth accounting for nearly half of Metro's employment growth. They have almost reached the employment growth figure and will greatly surpass it.

### 4.3 Is the multi-centred concept working?

As we approach the second decade of the Plan's 21 year time frame, it is evident that the Official Plan's goal of

TABLE 3: EMPLOYMENT PROJECTIONS

| | 1976 | Actual 1988 | 2001 | Projected Change 1976-2001 | As % of Metro Growth 1976-2001 | Actual Change 1976-1988 | As % of Metro Growth 1976-1988 |
|---|---|---|---|---|---|---|---|
| | 387700 * | | 439700 * | 52000 * | 21.7% | | |
| Central Area | 349700 *** | 411759 | | | | 62059 | 31.5% |
| North York | 7800 ** | 22800 | 40000 ** | 32200 | 13.4% | 15000 | 7.6% |
| Scarborough | 4200 ** | 14181 | 30000 ** | 25800 | 10.8% | 9981 | 5.1% |
| Eglinton-Yonge | 16600 ** | 21138 | 22000 ** | 5400 | 2.3% | 4538 | 2.3% |
| St. Clair-Yonge | 13500 ** | 16300 | 18000 ** | 4500 | 1.9% | 2800 | 1.4% |
| Islington-Kipling | 4500 ** | 11926 | 13000 ** | 8500 | 3.5% | 7426 | 3.8% |
| Kennedy-Eglinton | 1100 ** | 1499 | 10000 ** | 8900 | 3.7% | 399 | 0.2% |
| Rest of Metro | 724600 | 819719 | 827300 | 102700 | 42.8% | 95119 | 48.2% |
| | 1160000 * | | 1400000 * | 240000 * | 100.0% | | |
| Total Metropolitan Toronto | 1122000 *** | 1319322 | | | | 197322 | 100.0% |

* From policies in the Official Plan

** From Schedule 1 of the Official Plan

*** Actual employment

developing Centres outside the Central Area has been successful.

A review of office development indicates that Centres outside the Central Area have more than doubled their amount of office space. At the same time however, the amount of office space located outside of Centres and Office Parks has increased considerably. In percentage terms, the overall pattern of development in the past decade has altered only marginally. With a variety of Metropolitan initiatives to support Centres but without a new east-west rapid transit line, the proportion of office space and office employment located in the Central Area has declined, the proportion located in other Centres increased, and the level of dispersed auto-oriented office space and office employment has not changed significantly. Data on proposed office development shows that the Central Area and dispersed auto-oriented locations may attract an increasing proportion of growth if we do not continue to support Centres through rapid transit investment.

What becomes apparent is that most of the Centres are meeting the employment targets in the Plan having undergone a growth of 40,000 jobs since 1976. However, the unexpectedly large increases in employment growth in Metro Toronto have not only been in the Central Area, which has had a growth of 62,000 jobs, but more significantly in dispersed locations in the rest of Metro which have had a growth of 95,000 jobs.

In addition, the pattern of office development outside the Central Area is very much auto oriented. A review of office space and office employment in Metro Toronto outside the Central Area indicates that:

- about 61% is not rapid transit oriented;
- only half of the growth between 1976-1987 has been in rapid transit oriented locations; and
- nearly 2/3 of the proposed office space is in auto oriented locations.

These trends clearly illustrate the growth and significance of suburban auto oriented office space.

It would appear that the growth of Centres has not been inhibited. Nor has the growth of the Central are precluded growth of Centres. But the unexpectedly large employment growth across Metro has led to greater amounts of auto accessible development in industrial areas, Office Parks and other locations outside of Centres. This report examines this issue by looking at:

(i) structuring the distribution of office development recognizing there is a diversity of office activities (such as financial services, headquarters, other service related etc.) and different office markets in Metro (such as the financial district, Centres, highway locations, other suburban locations);

(ii) the future of Office Parks, the option to strengthen support for them, and their potential elevation to Centres or Regional Economic Centres where their location corresponds to Metropolitan transportation initiatives; and

(iii) designating additional Centres and Office Parks, and the creation of a new category of centres.

In order to achieve the Official Plan's basic objectives of increased transit use, greater concentration of suburban office development, provision of community/cultural and social services and facilities at focal points in suburban areas, and improvements in the live-work relationship, a number of options can be considered for Metropolitan policy:

- implement measures to increase the attractiveness of existing Centres through major transit improvements and continued Metropolitan planning support through a strong Centres policy;
- encourage the development of new transit oriented Centres;
- in selected Office Parks, encourage a greater variety of uses and improve the level of surface transit so they can function as Centres should rapid transit be provided;
- in other Office Parks where rapid transit is not envisaged, encourage a greater variety of uses that complement present uses, improve surface transit connections to rapid transit stations, and investigate the possibility of new GO stations to serve some of these areas;
- working with the local municipalities, develop standards and policies for the location of offices in industrial areas so that Centres enjoy a preferred

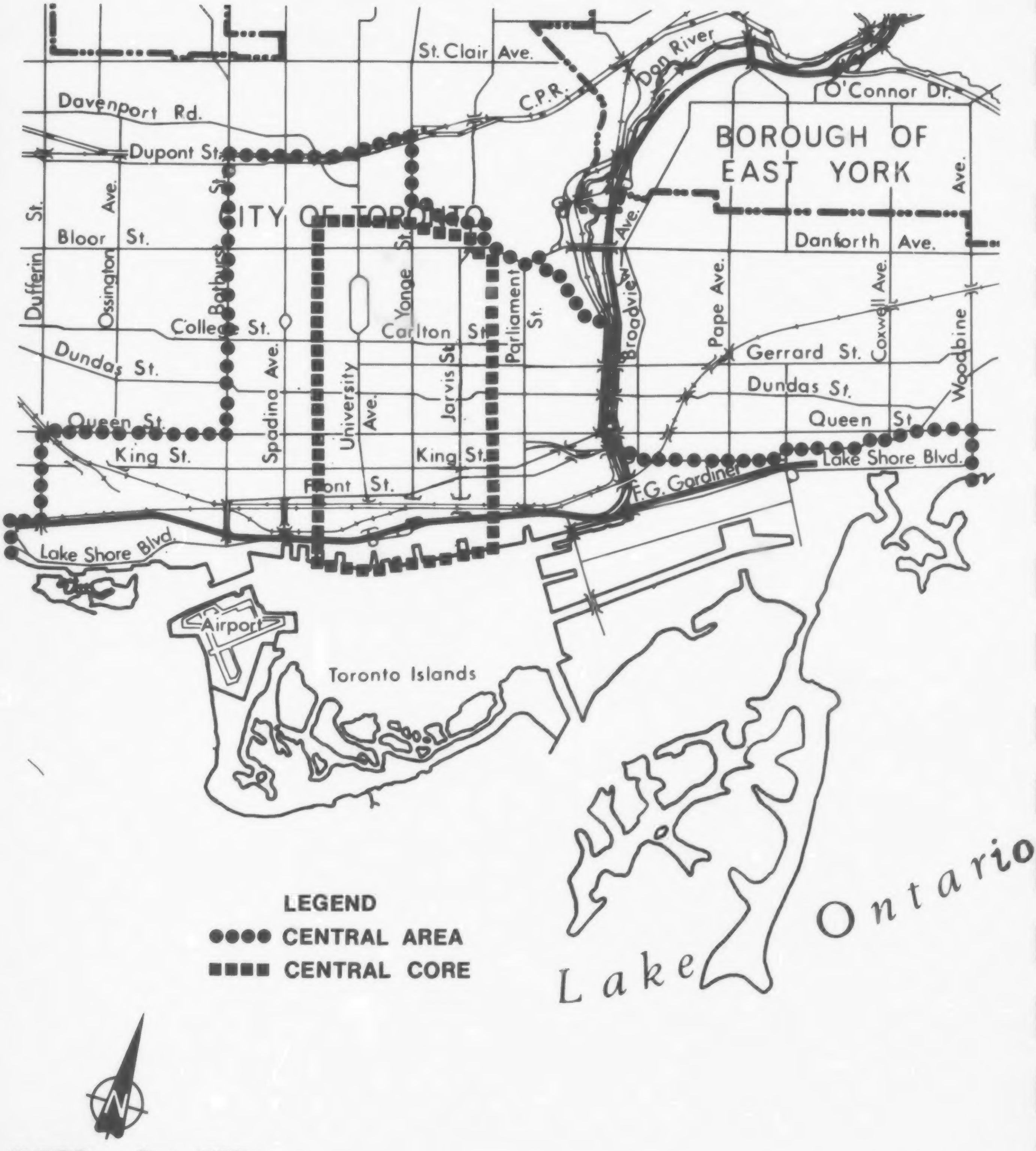
position for free-standing offices, and at the same time orient offices in industrial areas to the major Metropolitan roads;

- designate as Regional Economic Centres a series of moderate density mixed use areas in locations which have good transportation access, are key transit points and have a concentration of employment and housing. This could include building on the "gateway" concept where it corresponds with the Official Plan's Centres policy; and

- recognize that the Central Area is comprised of a variety of employment areas for the purposes of the Metropolitan Plan review eg; financial district, industrial areas, residential neighbourhoods, institutional areas, the Port, Harbourfront and the Railway lands. Comparison of the current Central Area to other Centres is inappropriate due to the wide boundary that includes a Core area but also an extensive area of industrial, residential and other uses. A Central Core area, in which development will be within easy walking distance to rapid transit, is a more appropriate boundary to be used as the Centre.

All of these options have elements that are worthy of Metropolitan support in ensuring the continued success of the Centres policy. The purpose of this report is to stimulate discussion on how best to formulate appropriate Official Plan policies.

# FIGURE 5
# THE CENTRAL AREA


St. Clair Ave.
Don River
C.P.R.
O'Connor Dr.
Davenport Rd.
Dupont St.
BOROUGH OF EAST YORK
CITY OF TORONTO
Bloor St.
Danforth Ave.
Dufferin St.
Ossington Ave.
Bathurst St.
Spadina Ave.
University Ave.
Yonge St.
Jarvis St.
Parliament St.
Broadview Ave.
Pape Ave.
Coxwell Ave.
Woodbine Ave.
College St.
Carlton St.
Gerrard St.
Dundas St.
Dundas St.
Queen St.
Queen St.
King St.
King St.
Front St.
F.G. Gardiner
Lake Shore Blvd.
Lake Shore Blvd.
Airport
Toronto Islands
Lake Ontario
N

**LEGEND**
●●●● CENTRAL AREA
■■■■ CENTRAL CORE

M.T.P.D. Oct. 1989

# 5.0 A REVIEW OF EXISTING DESIGNATED OFFICE CONCENTRATIONS

The preceding sections have examined Metropolitan planning policy relating to the multi-centred concept, transportation initiatives which may influence the development of Centres and Office Parks and the success in achieving the multi-centred concept.

This section describes the development of each of the Centres, Office Parks and Foci in Metro Toronto and area municipal initiatives to guide development. Issues are raised and policy directions presented pertaining to the current status of these office concentrations and the direction development has taken so far.

## 5.1 Centres

Table 4 provides a comparative review of the character of Metropolitan Centres.

While the Centres are different there are a number of common elements to most. These include a predominant office and retail-service character, significant residential population, housing primarily in the form of apartments, government offices (especially in the Central Area, North York Centre and Scarborough Centre which have municipal, provincial and federal offices), and some recreational uses. Although most Centres have a variety of activities within them, none can match the diversity of uses found in the Central Area. In terms of locational attributes only the Central Area, North York and Scarborough Centres have good highway access. Most are served by one or two rapid transit stations with the Central Area having 20 stations. The four suburban Centres have large commuter parking facilities adjacent to their rapid transit stations.

Each Centre is described below:

### Toronto Central Area

A plan for the Central Area was approved in 1976. Since that time Toronto has approved plans for major developments in the Central Area outside the Core expanding development southward along the waterfront and east and west into the industrial lands. These include plans for the Railway Lands, Massey Ferguson Lands, Harbourfront, the World Trade Centre and St. Lawrence Square. A review of the Central Area Plan is now underway.

The Central Area is the predominant office and employment concentration in the Metropolitan Region. It is the financial and corporate centre of Canada and also has major retail, tourist and entertainment facilities, research, medical and educational institutions, and is a focus for local, provincial and federal government offices. The Central Area is a multi-functional area with industrial uses, residential areas and waterfront recreational uses.

The Central Area is comprised of several different areas. The major concentration of office development is in the financial district which serves as the headquarters for most of Canada's financial, commercial and industrial institutions. The financial district comprises over 40% of the Central Area's office space and office employment.

The Central Core, which includes the financial district, contains the major provincial government offices, retail uses, other offices, tourist and waterfront facilities. The Core accounts for over 90% of the Central Area's office space and office employment. The fringe areas on either side of the Core contain industrial areas, including the Port, as well as various residential neighbourhoods.

Recent trends in the Central Area include the following:

- The Central Area accounts for a smaller share of Metro Toronto's office space then in 1980. But in the past decade, office space in the Central Area has grown by 1.7 million square meters.
- Much of the growth in office space is the result of an increase in the amount of office space occupied per employee.
- The composition of employment is changing with significant growth in office and retail jobs and substantial declines in manufacturing employment.
- Major commercial and residential development is moving south and west as evidenced by development of Harbourfront, the World Trade Centre, the C.B.C. headquarters and Metro Hall and the approval of the Railway Lands development.
- Many manufacturing industries are shutting down and industrial areas being redeveloped for commercial uses and housing as in the Massey-Ferguson lands and St. Lawrence Square.

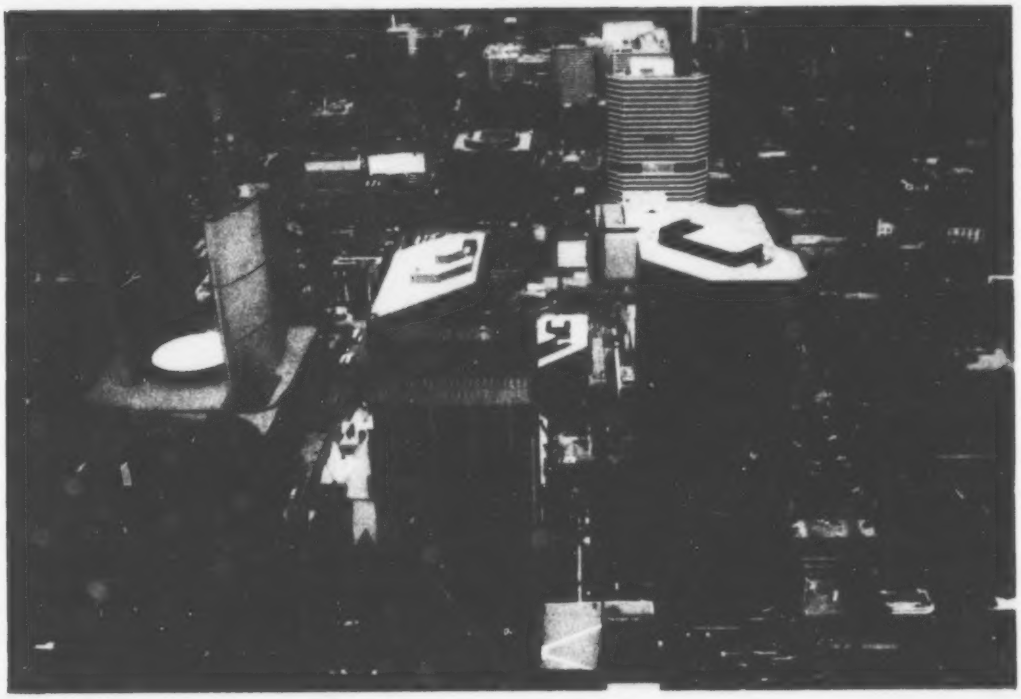
- Changes in travel patterns are resulting in increased incommuting from the regions surrounding Metro on the expanded GO rail system.

- The residential population is growing with major new housing development in the Central Core. This has increased the number of people walking to work.

- Density bonuses and transfers have been used in the Central Area to increase the density and amount of development on some sites in return for various public benefits including heritage preservation and the provision of affordable housing sites. Toronto City Council recently adopted interim guidelines for evaluating existing density bonus proposals. No new proposals will be considered until the bonus policy has been reviewed.

The Central Area, especially the Core, is undergoing major development. The Core is becoming increasingly specialized in terms of sector composition and office functions towards higher order managerial and professional jobs. It also has the highest office rents in the Metropolitan Region. **From a Metropolitan perspective, the Core should remain the major focus of the Region and the policies that apply to it should recognize that it is a distinct office market.**

Demand for office space in this area will continue to grow as firms requiring a downtown location and willing to pay the high office space costs continue to locate here. As stated in Metro's Economic Development Strategy, "functions which require a central location and which are of sufficiently high value-added per unit of space occupied to merit a premium location will remain in the central area".



The Central Area is the focus of urban activity in the Metropolitan Region.

**Those international and national office activities which require the services, amenities and linkages of the Central Area should be encouraged to locate in the Core.**

As demand for space in the Core continues to grow, the question that arises is how to accommodate this growth and ensure that the transportation system can handle the level of growth. Since the mid 1970's, Central Area office growth has been linked to transportation capacity. Both Metro Toronto and the City of Toronto have been attempting to resolve the land-use and transportation concerns. In Toronto, the Downtown Employment Study and 1986 Quinquennial Review indicated uncertainty in the relationship between growth in office space and Central Area trip growth. The City of Toronto is reviewing the Central Area Plan and has set up a task force to examine amongst other things, the issue of managing growth. A paper prepared by David Nowlan for Toronto's Cityplan '91 stresses the importance of increasing housing and population in the Central Area as a means of reducing the demands on the transportation system into the Central Area.

At the Metropolitan level, there has also been a rethinking of the traditional relationship between office and employment growth to travel demand. In addition to the various factors used to calculate travel demand, other factors such as housing and population enter into this equation. The Metropolitan Plan Review report "Central Area Transportation Issues" indicates that traditional assumptions with respect to trip generation factors to calculate additional trips may no longer be appropriate. Some of the variables such as employment composition and modal split are changing. In addition, there is often a poor understanding of the causal relationships which shape these factors.

In reviewing the transportation facilities serving the Central Area, the Central Area Transportation Issues report states that the road system is operating virtually at capacity while there appears to be residual transit capacity for 6-10 years of continued growth in the Central Area. It suggests that the Central Area Monitoring Program be used to manage growth in the Central Area in terms of identifying additional transportation infrastructure to serve the Central Area and the level of development considered appropriate for the area.

A number of ongoing transportation improvements are being undertaken to provide additional transportation capacity into the Central Area. These include modifications to the Yonge-University line signal system and incremental expansion of GO commuter rail service. In addition, the potential for greater use of rail corridors for rapid transit is soon to be evaluated. The question of transportation and growth is being monitored annually. The Central Area Transportation Issues report notes that the lead time for major transportation improvements to increase capacity to the Central Area can be significant. It states that studies should be initiated should the monitoring program identify major problems within a 5 year time frame.

However, it is possible to reduce the need for transportation improvements in the Central Area by increasing the amount of housing and population in the Central Area. Recent studies indicate the following:

- about 11% of home-to-work trips to the Central Area originate within the Central Area (1986 Transportation Tomorrow Survey);
- about 66% of Central Area residents work in the Central Area (Downtown Employment Study); and
- about 38% of work trips with both origin and destination within the Central Area are walk to work trips (1986 Transportation Tomorrow Survey).

The Metropolitan Plan Review Housing Policy report suggests housing targets to be achieved for each municipality with 100,000 new housing units to be produced in the City of Toronto during the period 1989-2011. Much of this would be in the Central Area and the areas surrounding it. The role of housing and its potential to reduce the need for transportation improvements needs to be closely examined, especially the assumptions as to transportation modal split, place of work, the kinds of housing produced and their location, and the kinds of jobs these residents are likely to be employed in.

## North York Centre

The North York Centre is the most successful Centre outside the Central Area. It is located along Yonge Street between Highway 401 and Cummer Avenue. It is linear in shape following the Yonge Street Corridor, with major concentrations of development at the intersections of Sheppard Avenue, Parkhome and Finch Avenue. The Centre is on the main subway line extending from the Central Area and is served by three subway stations. It is also well served by surface transit and roads and has good highway access and an inter-regional bus terminal.

# TABLE 4

## CHARACTER OF CENTRES

| CHARACTERISTIC | Central Area | North York | Scarborough | Eglinton | St. Clair | Islington | Kennedy |
|---|---|---|---|---|---|---|---|
| Population 1987 | 131010 | 5757 | 0 | 11660 | 7283 | 8516 | 2820 |
| Total Employment 1988 | 411759 | 22800 | 14181 | 21138 | 16300 | 11926 | 1499 |
| No. of Housing Units 1987 | 70285 | 4291 | 0 | 8992 | 4847 | 4795 | 1047 |
| No. of Persons Per Household | 2.01 | 1.7 | 0 | 1.32 | 1.58 | 1.82 | 2.72 |
| Employment Composition 1988 | | | | | | | |
| - Office | 253530 | 17893 | 9434 | 15425 | 13513 | 7106 | 830 |
| - retail/service | 67558 | 3289 | 4048 | 4004 | 2269 | 2353 | 561 |
| - institutional | 51069 | 763 | 33 | 803 | 257 | 868 | 68 |
| - manufacturing | 27728 | 130 | 551 | 631 | 97 | 1405 | 19 |
| - other | 11874 | 725 | 115 | 275 | 164 | 194 | 21 |
| Housing | | | | | | | |
| (i) Occupancy Type | | | | | | | |
| - ownership units | 23% | 44% | 0% | 5% | 29% | 18% | 17% |
| - tenant units | 77% | 56% | 0% | 95% | 71% | 82% | 83% |
| (ii) Unit Type | | | | | | | |
| - rental apartment | 50% | 48% | 0% | 90% | 49% | 72% | 53% |
| - condominium apartment | 15% | 45% | 0% | 2% | 16% | 10% | 14% |
| - single/row/plex | 21% | 4% | 0% | 3% | 22% | 14% | 29% |
| - other | 14% | 3% | 0% | 5% | 13% | 4% | 4% |
| Land Use | | | | | | | |
| (i) Multi-functional | | | | | | | |
| - business | ● | ● | ● | ● | ● | ◐ | ○ |
| - government | ● | ● | ● | ◐ | ◐ | ○ | ○ |
| - retail/service | ● | ● | ● | ● | ● | ◐ | ◐ |
| - institutions | ● | ◐ | ◐ | ○ | ○ | ◐ | ○ |
| - recreation | ● | ◐ | ◐ | ○ | ○ | ○ | ○ |
| - cultural facilities | ● | ○ | ○ | ◐ | ○ | ○ | ○ |
| - residential | ● | ● | ○ | ● | ● | ● | ◐ |

| MANY | SOME | FEW/NONE |
|---|---|---|
| ● | ◐ | ○ |

TABLE 4 CONTINUED

CHARACTER OF CENTRES

| CHARACTERISTIC | Central Area | North York | Scarborough | Eglinton | St. Clair | Islington | Kennedy |
|---|---|---|---|---|---|---|---|
| (ii) Government Offices | | | | | | | |
| - civic centre | yes | yes | yes | no | no | no | no |
| - provincial | yes | yes | no | yes | yes | no | no |
| - federal | yes | yes | yes | no | yes | limited | no |
| (iii) Office Buildings | | | | | | | |
| - No. of Office buildings | 516 | 27 | 9 | 41 | 39 | 10 | 5 |
| - office space in 1987 (square metres) | 5656963 | 418705 | 177012 | 368447 | 342972 | 92696 | 13686 |
| - potential office space (square metres) | 2581889 | 382200 | 212038 | 56418 | 3472 | 169249 | 2787 |
| - density (F.S.I.) | 11.6 | 1.1 | 0.4 | 4.9 | 5.7 | 2.2 | 1 |
| - floor space per worker | 25.7 | 24.6 | 23.2 | 25.6 | 27.6 | 20.7 | 26.1 |
| Transportation | | | | | | | |
| - highway access | good | good | good | none | none | poor | none |
| - # of rapid transit stations | 20 | 3 | 2 | 1 | 2 | 2 | 1 |
| - local feeder bus system | yes | yes | yes | yes | yes | yes | yes |
| - inter-regional feeder bus system | yes | yes | yes | no | no | yes | no |
| - transit modal split | 52% | | 23% | | | | |
| - commuter parking | no | yes | yes | no | no | yes | yes |
| Policy Implementation | | | | | | | |
| - development plan | yes | yes | yes | yes | yes | yes | no |
| - defined boundaries | yes | yes | yes | yes | yes | yes | no |
| - density bonus/transfer | yes | yes | no | yes | no | yes | no |
| - civic design criteria | yes | yes | no | no | no | yes | no |
| - population target | no | 27000 | no | no | no | 11000 | no |
| - employment target | no | 63000 | no | no | no | 25000 | no |
| - housing target | no | no | no | no | no | 7000 | no |
| - density range | 1.0-12.0 | 1.0-4.98 | 1.0-4.0 | 1.0-5.0 | 1.0-7.0 | 1.0-5.0 | |
| - heritage conservation policies | yes | yes | no | yes | no | no | no |

North York has completed a Secondary Plan for the City Centre. Recent revisions (Official Plan Amendments 277 and 293) have received approval from the Ontario Municipal Board. The Plan envisages a total employment of 63,000 and a population of 27,000 for the Centre. But a cap is set on development at an employment level of 48,700 jobs and a population of 19,200 people. Existing and committed development has almost reached that level. A major review of transportation facilities is required before development can go above the cap to reach the total planned potential. North York Council has directed staff to undertake a transportation analysis of the Centre. A detailed plan of the Uptown Study Area is currently being prepared.

This Centre is the most significant concentration of employment and residential development outside the Central Area. The Centre is attempting to develop a mix and concentration of activities similar to that in downtown Toronto through redevelopment of existing properties. It has undergone major growth in employment, office and residential development since the late 1970's and contains several major corporate head offices such as Xerox, Proctor and Gamble and North American Life.

The Centre has a major government and institutional presence which includes the North York Civic Centre and library, Board of Education offices, federal government building, provincial courts and offices, and Separate School Board headquarters. There is a large retail service component which includes restaurants, shops and a retail mall and plaza and a large residential component with nearly all the housing in the form of apartment development. Surrounding the Centre are low density residential neighbourhoods.

Development of the Centre is progressing quickly. Taking into account existing, approved and proposed development, the Centre is almost at the development cap set in the Secondary Plan. Given market forces, the Centre will continue to attract growth. Further growth however, requires major improvements to the transportation system. It is in the Metropolitan interest that this Centre continue to grow subject to stability of the adjacent residential neighbourhoods. Metropolitan Toronto should provide the necessary infrastructure to enable the Centre to reach its planned potential.

The Government of Ontario has not yet approved funding for the Sheppard subway line. The lack of Provincial funding is compromising the Centres policy for both the North York and Scarborough Centres and will not help promote additional Centres, discussed later, along the Sheppard subway line.

If Provincial funding for the Sheppard subway is not forthcoming soon, the options are to:

o remove the development cap and allow the level of traffic conjestion to increase. This will impair development of the Centre and impact negatively on adjacent residential neighbourhoods;

o refuse to permit further development in the Centre beyond the transportation capacity. This would mean that the Centre would not develop to its planned potential and development would be forced to locate in other areas. Attempts would have to be made to redirect growth to other Centres;

- make improvements to existing east-west bus service which will help alleviate some movements but cannot be regarded as an alternative to rapid transit; or

- seek other means of funding the Sheppard subway line with the inherent difficulty of assessing the taxable benefits due to the subway itself.

There is great alarm that the North York Centre will be seriously injured if the transportation capacity is not increased now that the development cap is being reached. Transit solutions are required. Failing that, other options as discussed above can be pursued. But these options are not as good as the transit solutions. North York Centre has tremendous development momentum which demonstrates the success of the Centres policy. Funding of rapid transit improvements is needed to enable the Centre to continue to grow.

### Scarborough City Centre

The Scarborough City Centre, being developed on vacant land, is rectangular in shape bounded by Highway 401 to the north and by industrial areas on its east and west. The Centre is well served by rapid transit and highway access as well as including a bus terminal for local, inter-regional and inter-city buses. It has a rapid transit link to the subway system which then connects to downtown Toronto.

The first plans for the Centre (Official Plan Amendment No. 198 and 430) established the broad distribution of land uses

The North York City Centre is a successful suburban downtown.

The Scarborough City Centre is a growing suburban downtown centred around a shopping mall.

and objectives for the Centre. Further studies were undertaken leading to the formulation of detailed policies in the City Centre Secondary Plan adopted in 1985 (O.P.A. No. 580). The plan envisages employment of at least 40,000 office jobs in the Centre.

The Centre is at an early stage in its development with significant potential for further growth. The heart of the Centre is a large shopping mall which is surrounded by vast parking areas. The large government component in the Centre includes the civic centre, municipal school board office and federal government offices. Two major office buildings are located on the eastern end of the Centre which includes the head office for Prudential Insurance. A small manufacturing sector is located at the western end of the City Centre. There is currently no residential development in the Centre.

Most of the Scarborough City Centre's office development occurred in the late 1970's and early 1980's. A considerable amount of new development is under construction or has received approval from Scarborough Council. The YMCA is developing a major recreational complex. In addition, a hotel and 2,800 condominium apartment units in eight highrise buildings have been approved for development. These developments will broaden the range of uses in the Centre and contribute to its multi-functional character. Greater efforts must be made to improve pedestrian access and circulation in the Centre.

The Centre's strategic location along Highway 401 enables it to intercept travel from the east. The Centre needs the Sheppard subway to provide sufficient peak period capacity to accommodate the employment levels now provided for in Scarborough's Official Plan.

Development of the Centre is expanding east and west into the adjacent industrial lands. The approval of significant office development in the industrial lands is destabilizing these areas. **Official Plan Amendment No. 591 which permits offices in these industrial lands should be re-examined to determine the effects on the industrial areas and the development of the Centre. Metropolitan Toronto should continue to support expansion of the Centre while also maintaining the integrity of the industrial areas which are still appropriate for industry.**

### Islington-Kipling Centre

The Islington-Kipling Centre is irregular in shape generally located between Dundas and Bloor Streets from the area around Islington Avenue to west of Kipling Avenue. It is served by two subway stations at the end of the Bloor subway line. The area is well served by a network of arterial roads but is not readily served by the nearest highway access at Highway 427 and Dundas Street.

In 1986 Etobicoke adopted a Secondary Plan for the Islington-Kipling City Centre (Official Plan Amendment No. C-59-86). The plan provides a framework for the development of a Centre to the year 2006 to a scale of a Major Centre as opposed to an Intermediate Centre. The plan sets:

- an ultimate population for the Centre of 11,000 people and 7,000 dwelling units;

- an ultimate employment level of 25,000 jobs; and

The Islington-Kipling Centre in Etobicoke.

The Six Points interchange.

Kennedy-Eglinton:

Should it remain designated as a Centre?

- a development cap of a growth of 3,300 apartment units and 373,000 square metres of office space.

The Centre is at an early phase in its development. The predominant land use in the Centre is high rise apartment buildings which support a large residential population. Office development is concentrated around the Islington subway station. Except for a police headquarters and small federal offices, the Centre lacks significant government offices. The Centre contains light industrial uses, open space and recreational facilities and several schools. In addition, hydro corridors and transportation related uses take up a significant amount of land in the area and break the continuity of the Centre. The Centre has undergone little office development in the past decade, however, it has good development potential.

The growth potential of the Centre is severly constrained by a number of transportation barriers which include the Six Points Interchange (where Bloor, Dundas and Kipling meet), C.P.R. tracks and commuter parking lots, bus loading facilities and Westwood Theatre site owned by the T.T.C. for use as a storage yard. Metropolitan Toronto has decided that this site will be released for development. The Six Points Interchange also cuts through the Centre acting as a barrier to pedestrian movement between the areas east and west of Kipling Avenue. Solutions are being developed to resolve the transportation impediments.

**Growth of the Islington-Kipling Centre is in the Metropolitan interest and should be supported.** In order to succeed as a Centre and induce additional private sector development, a major government and civic presence appears to be a necessary ingredient. **The Centre is showing**

**potential beyond its Intermediate Centre designation to a Major Centre but this is dependent on the level of government presence and the resolution of the transportation constraints involving the Six Points Interchange and the provision of additional transportation capacity.**

## Eglinton-Yonge Centre

The Eglinton-Yonge Centre is located around the intersection of Yonge Street and Eglinton Avenue stretching several blocks north and east. It supports a large residential population and contains a diversity of land uses including office, retail and residential development. The Centre also has provincial government offices, Bell Canada offices, a public library and a large T.T.C. bus garage and bus terminal. The Centre is well served by rapid transit having a direct link to the Central Area as well as surface transit and roads. The Centre includes large office buildings, apartment buildings, a retail mall and street related retail uses.

In 1981 Toronto adopted a Part II Plan for the Yonge-Eglinton area (Official Plan Amendment No. 182). The plan identifies different policy areas including a Yonge-Eglinton Mixed Commercial-Residential Area. While the Part II Plan is the development plan for the area, the Plan does not specify which area or boundary is to serve as the Metropolitan Intermediate Centre.

The Centre has undergone little development in the past decade and is almost at its planned development capacity. Only a few sites have redevelopment potential, the major one being the Canada Square proposal on the lands over the T.T.C. terminal. This development will likely bring the

Eglinton-Yonge: A vibrant Centre.

St. Clair-Yonge: A mixed-use Centre.

Centre to the employment target of 22,000 indicated in the Appendix to the Official Plan. The potential for further growth of the Centre is limited.

## St. Clair-Yonge Centre

The St. Clair-Yonge Centre is located at the intersection of St. Clair Avenue and Yonge Street extending east and west along St. Clair and south along Yonge. It is on the Yonge subway line served by two subway stations (St. Clair and Summerhill) with a direct link to downtown Toronto. The Centre contains a variety of office, retail, residential and entertainment uses and has a sizeable residential population. It includes large office buildings and provincial and federal government offices. Retail uses are found in the form of small shopping malls and street level shops and restaurants.

A Part II Plan for the Yonge-St. Clair area was adopted in 1976 (Official Plan Amendment No. 53). Different policy areas are identified including a Yonge-St. Clair Commerce Centre. But there is no indication which area or boundary is to serve as the Metropolitan Intermediate Centre.

The Centre has had a modest but steady rate of growth in the past decade. It is almost fully developed although some development potential does exist. Further development could occur in the area to the south focusing on the Summerhill subway station.

## Kennedy-Eglinton Centre

The Kennedy-Eglinton Centre is located along Eglinton Avenue extending east and west of Kennedy Road. It is at the end of the Danforth Subway line and has a rapid transit link to the Scarborough City Centre. The area is divided by a rail line and hydro corridor. The lands at the west end of the Centre contain low density unattractive suburban shopping plazas with large parking lots. The middle section of the Centre contains a subway and R.T. station and bus terminal. The eastern third of the Centre includes a public recreation centre, a new condominium development and a plaza. The area has only a small residential population and little employment or office development.

In 1979 Scarborough Official Plan Amendment No. 490 was approved by the Ministry of Housing. The plan creates four Intermediate Centres in Scarborough one of which is the Kennedy-Eglinton Centre. It is planned to accommodate up to 10,000 office employees. Scarborough has more recently been reviewing its Offical Plan employment policies. A Notification Report published in 1988 recommends deletion of the Scarborough Intermediate Centre designation.

Although it is Metropolitan policy to develop an Intermediate Centre at this location, further development potential of this area is greatly constrained by major transportation facilities and utility corridors. The Centre is a transportation node but is not an employment centre of Metropolitan significance.

**Given the Centre's poor development performance to date, Scarborough should determine the development potential of the Centre and formulate a development plan and strategy for the Centre through the preparation of a comprehensive secondary plan.**

## Other Issues

The Central Area Plan, North York City Centre Secondary Plan, Yonge-Eglinton Part II Plan and Kipling-Islington City Centre Secondary Plan contain policies permitting density bonuses and in some Plans the transfer of densities in order to achieve objectives specified in the Plans. These objectives include such diverse public purposes as heritage conservation, retention of places of worship, provision/retention of cultural facilities and theatres, pedestrian access and walkways, retail facilities, community facilities and assisted housing.

Section 36 of the Planning Act enables local municipalities to increase the height and density of development in return for the provision of facilities, services or other matters set out in their plans. The use of density bonuses and the transfer of density from one site to another has raised public concerns of the impact this has on development in the Central Area. The concerns can be summarized as including the following:

- consistency of application;
- equity;
- value of the benefits vs. the value of density increase;
- the kinds of public benefits that can be exchanged; and
- impacts on transportation and built form.

**Should Metro Toronto have a policy on the use of density transfers and bonusing by the local municipalities? Should limits be placed on the size of bonusing and transfers as well as on the kinds of facilities or purposes which are given in return?**

## 5.2 Principal Foci

Table 5 outlines the character of the York and Etobicoke Principal Foci. While both areas have a common designation, they have few similarities, the major one being they are the site of their civic offices.

### York Focus

The York Focus has an irregular shape located along Eglinton Avenue from Keele Street to west of Black Creek Drive. The area is comprised of the Civic Centre and Board of Education Offices, public parks and open space, a school, some industrial activities, single detached homes and apartments and street related retail uses. There is little office development and most of the retail buildings were developed some time ago. Much of the land around the Eglinton-Black Creek Drive intersection is vacant or open space and in public ownership. The area lacks direct access to an expressway but has direct access to Black Creek Drive.

There has been no new office development in the Focus in the past decade. York is proposing to develop a mixed-use City Centre at this location. The proposal envisages an ultimate population of 12,500 residents and an employment level of 12,200 jobs. **It is in the Metropolitan interest that a vibrant centre develop at this location which would contribute to the achievement of the Official Plan's multi-centred concept.** However, the area lacks rapid transit and has difficult site characteristics located adjacent to Black Creek. Metro Council has designated a future rapid transit line along Eglinton Avenue which would serve the York City

Centre. In addition, the Eglinton/Black Creek node has been identified by the Province as a potential "gateway" with a proposed Go rail station.

**Metropolitan Toronto should support the development of a City Centre in the area. This would involve infrastructure support as well as a change in the Focus designation to either:**

- **a Regional Economic Centre to recognize its potential as a gateway served by Black Creek Drive, Eglinton Avenue and the Georgetown Go rail line; or**

- **an Intermediate Centre. The designation would be based on Metro Toronto's designation of a future rapid transit line along Eglinton Avenue.**

### Etobicoke Focus

The Etobicoke Principal Focus is located on both sides of Highway 427 from Dundas Street north to Rathburn Road. It has excellent highway accessibility to Pearson Airport. The area is characterized by medium density office buildings, high rise apartments and single family homes with a large residential population. The area includes the civic centre, a number of school sites and hotels. There has been steady office growth in the past decade and a number of major sites have significant office development potential.

The recent Etobicoke Draft Official Plan (June 1989) proposes to designate this area as a Primary Centre for high density office, residential and hotel development to be served by rapid transit in the future. **However, as there are currently no Metropolitan plans for a rapid transit line**

**to serve this location, the area may be more appropriately designated as a Metropolitan Office Park.**

## 5.3 Office Parks

The development of Office Parks in Metro Toronto has fulfilled a need for auto oriented office space. Some of the Office Parks are very significant employment concentrations with major office development. Most of the Office Parks have direct highway accessibility. Those along the Don Valley-Highway 404 corridor have a direct highway link to the Central Area. Most of the Office Parks have a mainly office and industrial character with few retail service amenities for employees in the area. Office Parks are generally developed at a fairly low density. Table 5 provides a comparative description of the character of Metro's six Office Parks.

Some of the Office Parks, such as Consumers Road and Flemingdon Park are almost fully developed and the lack of additional transportation capacity is a constraint to further growth. Development in Flemingdon Park, Duncan Mill and Airport Strip is expanding into the adjacent industrial areas. Metropolitan Toronto should build on the success of the Office Parks. **The Office Parks policy should be re-oriented to provide support for their growth and development, to the extent that existing road infrastructure can handle this growth, and encourage a greater mix of uses to develop.** Improvements to surface transit should be examined as well as transportation management measures including shuttle buses to rapid transit stations, staggered work hours and other measures that contribute to a reduction of the number of vehicles and co-ordinate access to the

## TABLE 5

CHARACTER OF FOCI AND OFFICE PARKS

| CHARACTERISTIC | Etobicoke Focus | York Focus | Airport Strip | Thorncliffe Park | Flemingdon Park | Duncan Mill | Consumers Road | Parkway Finch |
|---|---|---|---|---|---|---|---|---|
| Total Employment 1988 | 7100 | 2246 | 5479 | 3973 | 14969 | 13113 | 14456 | 5386 |
| Population 1987 | 8718 | 1780 | | | | | | |
| No. of Housing Units 1987 | 3663 | 729 | | | | | | |
| No. of Persons Per Household | 2.42 | 2.53 | | | | | | |
| Employment Composition 1988 | | | | | | | | |
| - office | 5843 | 732 | 1951 | 1428 | 11825 | 8548 | 12916 | 4196 |
| - retail/service | 617 | 960 | 3400 | 1237 | 427 | 1444 | 959 | 406 |
| - institutional | 392 | 282 | 10 | 105 | 2 | 330 | 15 | 87 |
| - manufacturing | 211 | 249 | 73 | 1085 | 2558 | 2019 | 483 | 673 |
| - other | 37 | 23 | 45 | 118 | 157 | 772 | 83 | 24 |
| Land Use | | | | | | | | |
| (i) Multi-functional | | | | | | | | |
| - business | ● | ○ | ● | ◐ | ● | ● | ● | ● |
| - government | ◐ | ◐ | ○ | ◐ | ○ | ○ | ○ | ○ |
| - retail/service | ○ | ● | ● | ● | ○ | ○ | ○ | ○ |
| - institutions | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| - recreation | ○ | ● | ○ | ○ | ○ | ○ | ○ | ○ |
| - cultural facilities | ○ | ○ | ○ | ○ | ○ | ○ | ○ | ○ |
| - residential | ● | ● | ○ | ○ | ○ | ○ | ○ | ○ |
| (ii) Office Buildings | | | | | | | | |
| - No. of Office buildings | 14 | 2 | 7 | 16 | 27 | 28 | 33 | 15 |
| - office space (1987 sq. metres) | 142171 | 7890 | 44939 | 70054 | 294008 | 212158 | 312984 | 88797 |
| - potential office space | 74182 | 0 | 73641 | 17465 | 80805 | 80371 | 145268 | 43650 |
| - density (F.S.I.) | 0.7 | 0.1 | 0.5 | 0.4 | 0.7 | 0.6 | 0.7 | 0.3 |
| - floor space per worker | 25.2 | 19 | 40.7 | 27.8 | 26 | 27.7 | 25.7 | 21.4 |
| Transportation | | | | | | | | |
| - highway access | good | poor | good | poor | good | good | good | good |
| - local bus system | yes | yes | yes | yes | yes | yes | yes | yes |
| Policy Implementation | | | | | | | | |
| - development plan | no | no | no | no | no | no | no | no |
| - defined boundaries | no | no | no | no | yes | yes | yes | yes |
| - civic design criteria | no | no | no | no | no | no | no | no |

| MANY | SOME | FEW/NONE |
|---|---|---|
| ● | ◐ | ○ |

Office Parks. Metropolitan Toronto should work co-operatively with the area municipalities to examine these.

North York has designated its Office Parks as Business Park Districts. The boundaries of the Office Parks have been expanded beyond that shown in Figure 6 of the Metro Official Plan. North York is currently preparing Secondary Plans outlining more detailed policies for these areas. Figure 6 of the Metropolitan Official Plan identifies the Office Parks on a map. **Figure 6 should be revised to reflect the boundaries North York has designated for its Office Parks.**

### Flemingdon Park

The Flemingdon Park Office Park occupies a large area generally centred around Eglinton Avenue and Don Mills Road and the Don Valley Parkway. It has the largest employment base of all the Office Parks in Metro Toronto. Flemingdon Park has a predominatly office character with a significant concentration of office development as well as some manufacturing uses and a hotel. A large residential community is located adjacent to the Office Park.

A number of major corporations have large offices in the area including the massive I.B.M. research and development complex, Canada Wire, McDonalds and Bata. But little office development has occurred in the past decade. The area is almost fully developed with some potential for further growth especially along Eglinton Avenue.

### Duncan Mill

The Duncan Mill Office Park is triangular in shape located directly south of Highway 401 west of Don Mills Road. It

# OFFICE PARKS ALONG THE DON VALLEY PARKWAY/HIGHWAY 404 CORRIDOR

Flemingdon Park

Consumers Road

Parkway-Finch

has a mix of land uses, including parks and open space, industrial uses, offices, some retail-service uses and a hotel. The area has a substantial employment base with a large number of office buildings. The Office Park has had a steady rate of office development in the past decade and has significant potential for further growth.

## Consumers Road

The Consumers Road Office Park is a compact area with good expressway exposure and access next to Highways 401 and 404 and the Don Valley Parkway which provides a direct automobile link to downtown Toronto. Although it contains some industrial uses which are reflective of its industrial origins, the Office Park has developed a large office component with a major employment base. It contains the largest number of office employees and office space of all of Metro Toronto's Office Parks. The Office Park has a concentration of computer and other high tech firms as well as hotels, restaurants and a fitness institute. There are large parking areas reflecting the auto oriented mode of travel.

Further growth is greatly constrained by the lack of additional transportation capacity. Major new development however, is dependent on the construction of the Sheppard subway line. This would increase the development potential of the Office Park and result in redesignating the area as a Centre.

## Parkway-Finch

The Parkway-Finch Office Park is situated directly south of Steeles Avenue along the eastern side of Highway 404. It is part of a larger office-industrial area which includes the lands to the north in Markham. It is a fairly new area with a mixture of industrial uses and medium to low rise offices. There are few retail-service uses except for some restaurants. The area has a significant concentration of computer, electronics and other high tech firms with several head offices. The Office Park has major growth potential through redevelopment of underutilized lands and industrial sites. The Office Park is well located with direct highway access to locations in Metro Toronto and the regions north of Metro. Its growth to a mature office area should be supported. Growth of office development in the area directly north in Markham may be affecting the development potential of the Office Park.

## Airport Strip

The Office Park is located just east of Pearson Airport along Dixon Road. It is comprised of a strip of land on either side of Dixon Road. The area has excellent accessibility to major expressways (Highways 401, 409 and 427). While the Office Park is part of the larger industrial area, it is characterized by a concentration of hotels and a number of office buildings. Although there exists a moderate level of office development, the area has potential for additional growth.

The Airport Strip Office Park plays a unique role within Metropolitan Toronto serving the business, industrial and tourist sectors related to the airport. Etobicoke is currently completing a study involving a Secondary Plan for the area. **This study should be supported and expanded by Metropolitan Toronto to identify the role the area should**

Hotels located in the Airport Strip Office Park.

Thorncliffe Park: What is its development potential?

play in a Metropolitan context and to formulate a joint strategy to promote its development.

## Thorncliffe Park

The Thorncliffe Park Office Park is located between Millwood Road and Don Mills Road on either side of Overlea Boulevard in East York. The area is surrounded by an industrial area to the north and residential community to the south. The Office Park has more of an appearance of an industrial area. It contains a variety of land uses including a large shopping mall, light industrial uses, offices, an old age home and church. The area while located close to the Don Valley Parkway does not have good accessibility to it. There is only limited office development which includes provincial government offices. There has been no new office development in the Office Park in the past decade. However, a new office and apartment condominium are currently under construction. The extension of Leslie Street may increase the development potential of the area.

The large amount of retail and residential development in and around the Office Park and the limited amount of office development raises the question whether the Office Park designation is an appropriate classification. It is in the Metropolitan interest that a strong centre containing a diversity of uses develop in this area. It is suggested that a Regional Economic Centre designation would better reflect the character of the area.

# 6.0 EMERGING TRENDS AND PROJECTIONS

This section will discuss a number of emerging trends and projections in the Metropolitan Region and their implications on the multi-centred concept.

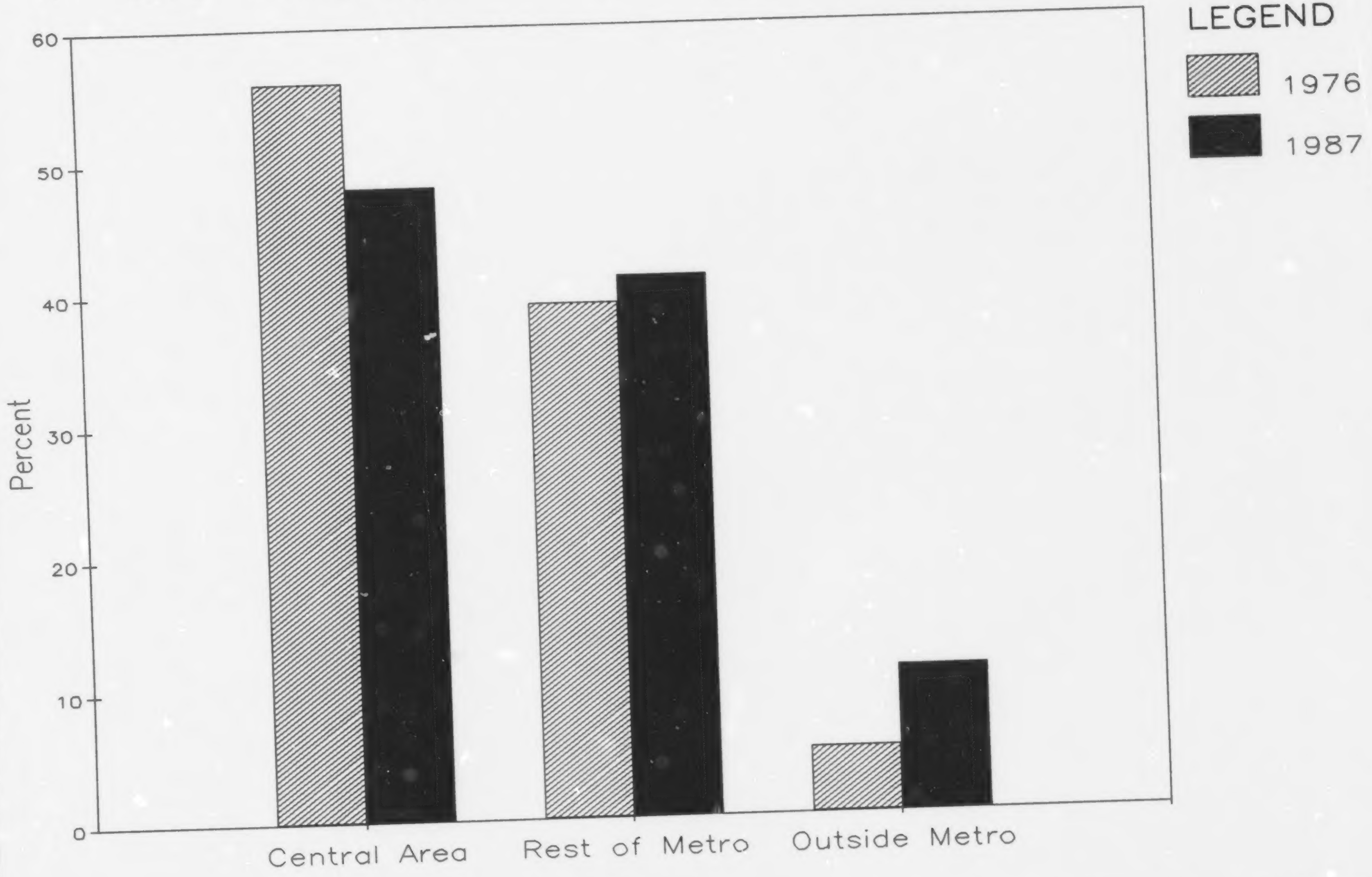
## 6.1 Suburbanization of Office Space

Although historically office development has concentrated in the Central Area, offices are now locating throughout the Metropolitan Region (comprised of Metro Toronto, Peel, York, Durham and Halton). In 1976 56% of office space (in office buildings greater than 929 square metres) in the Metropolitan Region was located in the Central Area of Toronto, 39% elsewhere in Metro and 5% in the surrounding regions. In 1987, the Central Area accounted for 48% of the Metropolitan Region's office space, other areas in Metro 41% and 11% was located outside of Metro (see Figure 6).

Between 1976 and 1987, the amount of office space in the Metropolitan Region grew by 4.6 million square metres. Only 37% of this growth has located in the Central Area. Other areas in Metro have accounted for 41% of the growth while the regions outside Metro have attracted 19%. Thus despite the very significant increase in office space in the Central Area, other areas in Metro and the surrounding regions are attracting most of the new office development.

The regions surrounding Metro contain over 1.2 million square metres of office space: 45.5% in Peel, 26.7% in York, 14.3% in Halton and 13.5% in Durham (see Table 6).

**FIGURE 6** Distribution of Office Space in the Metropolitan Region 1976 & 1987



In the past decade, over 885,000 square metres of office space has been built in these regions, an increase of 245% from 1976. Nearly half of this growth has occurred in Peel and one-third in York.

A number of significant office concentrations are developing in Peel and York, the largest being the Mississauga City Centre followed by Meadowvale and the Highway 404 corridor between Steeles and Highway 7. These office areas are not concentrated areas of development but rather occupy large land areas and are auto oriented. Some are business districts comprised of office and industrial activities. The Office Location Dynamics Study being undertaken by a consultant for the Planning Department will examine the kinds of offices locating in some of these office centres and the reasons why offices have located in these areas.

## 6.2 Differentiation of Office Functions

The increased development of office space beyond the Central Area reflects an increased differentiation of office functions which has been occurring for a number of years.

### Central Area

It appears that the downtown is becoming increasingly specialized in terms of sector composition and office functions towards higher order management and professional jobs. For example, journey-to-work census data shows that for the period 1971-1981 trips to the Central Area by management and professional groups have increased the fastest in both absolute and relative terms. As Gad (1985) has pointed out, the Central Area will increasingly be the

TABLE 6

DISTRIBUTION OF OFFICE SPACE (IN SQUARE METRES) IN THE REGIONS SURROUNDING METRO TORONTO

| | To 1976 Office Floor Area | % of Four Regions | 1977-1980 Office Floor Area | % of Regional Growth | 1981-1984 Office Floor Area | % of Regional Growth | 1985-1987 Office Floor Area | % of Regional Growth | Total to 1987 Office Floor Area | % of Four Regions | Growth from 1977-1987 Office Floor Area | % of Regional Growth |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| PEEL | | | | | | | | | | | | |
| Mississauga City Centre | 34244 | 9.5% | 59619 | 20.3% | 43444 | 11.9% | 27160 | 11.9% | 164467 | 13.2% | 130223 | 14.7% |
| Meadowvale Mississauga | 23258 | 6.4% | 41466 | 14.1% | 48972 | 13.5% | 0 | 0.0% | 113696 | 9.1% | 90438 | 10.2% |
| Airport Mississauga | 16694 | 4.6% | 13750 | 4.7% | 26916 | 7.4% | 0 | 0.0% | 57360 | 4.6% | 40666 | 4.6% |
| Sheridan Business Park | 10548 | 2.9% | 5165 | 1.8% | 12023 | 3.3% | 0 | 0.0% | 27736 | 2.2% | 17188 | 1.9% |
| Cooksville | 16070 | 4.4% | 12633 | 4.3% | 0 | 0.0% | 0 | 0.0% | 28703 | 2.3% | 12633 | 1.4% |
| Airport Corporate Centre | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% |
| Bramalea City Centre | 30719 | 8.5% | 2759 | 0.9% | 10661 | 2.9% | 4295 | 1.9% | 48434 | 3.9% | 17715 | 2.0% |
| TOTAL PEEL | 181246 | 50.1% | 173276 | 59.0% | 169826 | 46.7% | 43108 | 18.9% | 567456 | 45.5% | 386210 | 43.6% |
| HALTON | | | | | | | | | | | | |
| Downtown Burlington | 15716 | 4.3% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 15716 | 1.3% | 0 | 0.0% |
| Oakville Corporate Centre | 0 | 0.0% | 0 | 0.0% | 8361 | 2.3% | 11055 | 4.8% | 19416 | 1.6% | 19416 | 2.2% |
| TOTAL HALTON | 75463 | 20.9% | 32553 | 11.1% | 25211 | 6.9% | 44686 | 19.6% | 177913 | 14.3% | 102450 | 11.6% |
| YORK | | | | | | | | | | | | |
| Highway 404-Steeles | 0 | 0.0% | 8763 | 3.0% | [illegible] | 19.1% | 33719 | 14.8% | 111969 | 9.0% | 111969 | 12.6% |
| Highway 404-Highway 7 | 0 | 0.0% | 0 | 0.0% | 12485 | 3.4% | 24696 | 10.8% | 37181 | 3.0% | 37181 | 4.2% |
| TOTAL YORK | 24104 | 6.7% | 30996 | 10.6% | 162817 | 44.8% | 115466 | 50.6% | 333383 | 26.7% | 309279 | 34.9% |
| DURHAM | | | | | | | | | | | | |
| Oshawa Downtown | 62010 | 17.1% | 45630 | 15.5% | 2020 | 0.6% | 1085 | 0.5% | 110745 | 8.9% | 48735 | 5.5% |
| Pickering Town Centre | 1300 | 0.4% | 7886 | 2.7% | 0 | 0.0% | 11476 | 5.0% | 20662 | 1.7% | 19362 | 2.2% |
| TOTAL DURHAM | 80969 | 22.4% | 56949 | 19.4% | 5932 | 1.6% | 24872 | 10.9% | 168722 | 13.5% | 87753 | 9.9% |
| TOTAL FOUR REGIONS | 361782 | 100.0% | 293774 | 100.0% | 363786 | 100.0% | 228132 | 100.0% | 1247474 | 100.0% | 885692 | 100.0% |

* In office buildings >929 square metres
R1.238R

place of corporate headquarters (especially of large Canadian companies), the centre of Canada' financial and insurance activities and the place of large business service firms (e.g., legal and accounting firms) or exclusively producers-oriented firms such as advertising.

Despite advances in communications technology, the opportunity for face-to-face contact is still a major determinant by senior and middle management for locating downtown. Access to business networks, business services, financial services and amenities such as restaurants and clubs and facilities for entertaining out-of-town guests are major attractions of the downtown.

## Suburban Locations

Decentralization of office functions has been occurring for many years as those offices which are not as dependent on a central location move to lower rent suburban locations such as commercial-office areas and industrial areas. Services which are characterized by a high degree of decentralization include: data processing, chartered accountants, engineering consultants and branch or sales offices. A number of business services, such as accounting firms and law offices are locating in suburban areas in order to serve their clients. Suburban areas are also attracting many higher order offices including head offices of manufacturing and insurance companies, and engineering consultants and architects. Recent studies indicate that establishment of new businesses, not relocations, have created most of the office growth in suburban areas (Matthew 1989).

In addition to the types of companies described above which are attracted to suburban locations, many head offices are moving their more routine, clerical functions (such as data processing and mortgage approvals) to suburban locations. These functions lend themselves to automation and, because they do not need the face-to-face contact, such functions can be located outside of the Central Area at considerable cost savings.

Suburban areas are seen as attractive office locations for the following reasons:

- business services are opening branch offices to serve their suburban clients;
- the growing suburban population is creating a demand for services;
- rents, property taxes and parking fees are lower;
- suburban locations offer better automobile accessibility;
- these areas are in proximity to the new residential communities and homes of executives; and
- suburban areas enable companies to own and be in their own building.

The trend to suburbanization of office development has implications for Metropolitan planning policies and the multi-centred concept. The Metropolitan Planning Department has hired a consultant to undertake a study on office location dynamics. The study will examine a number of office areas in Metro Toronto and the surrounding regions to determine what are the factors governing the locational choice of offices. It will also examine the influence of municipal policies and initiatives on the location decision. The study will assist the Planning Department in developing policies to guide office development in suburban areas.

## Suburban Centres

The newer office centres offer lower-cost alternative locations for firms with relatively high accessibility to services and companies located in the downtown as well as good locations vis-a-vis major highways and expressways. To the extent that such centres also provide amenities like those found in the downtown, they will attract some head offices which might otherwise locate in the Central Area. For example, the Xerox tower is located in the North York Centre along with the Procter & Gamble headquarters and North American Life. The Scarbourough Centre is also attracting head offices, especially of insurance companies as well as the regional office of Bell Canada. The Mississauga Centre has attracted major corporations such as Sperry Univac and Northern Telecom.

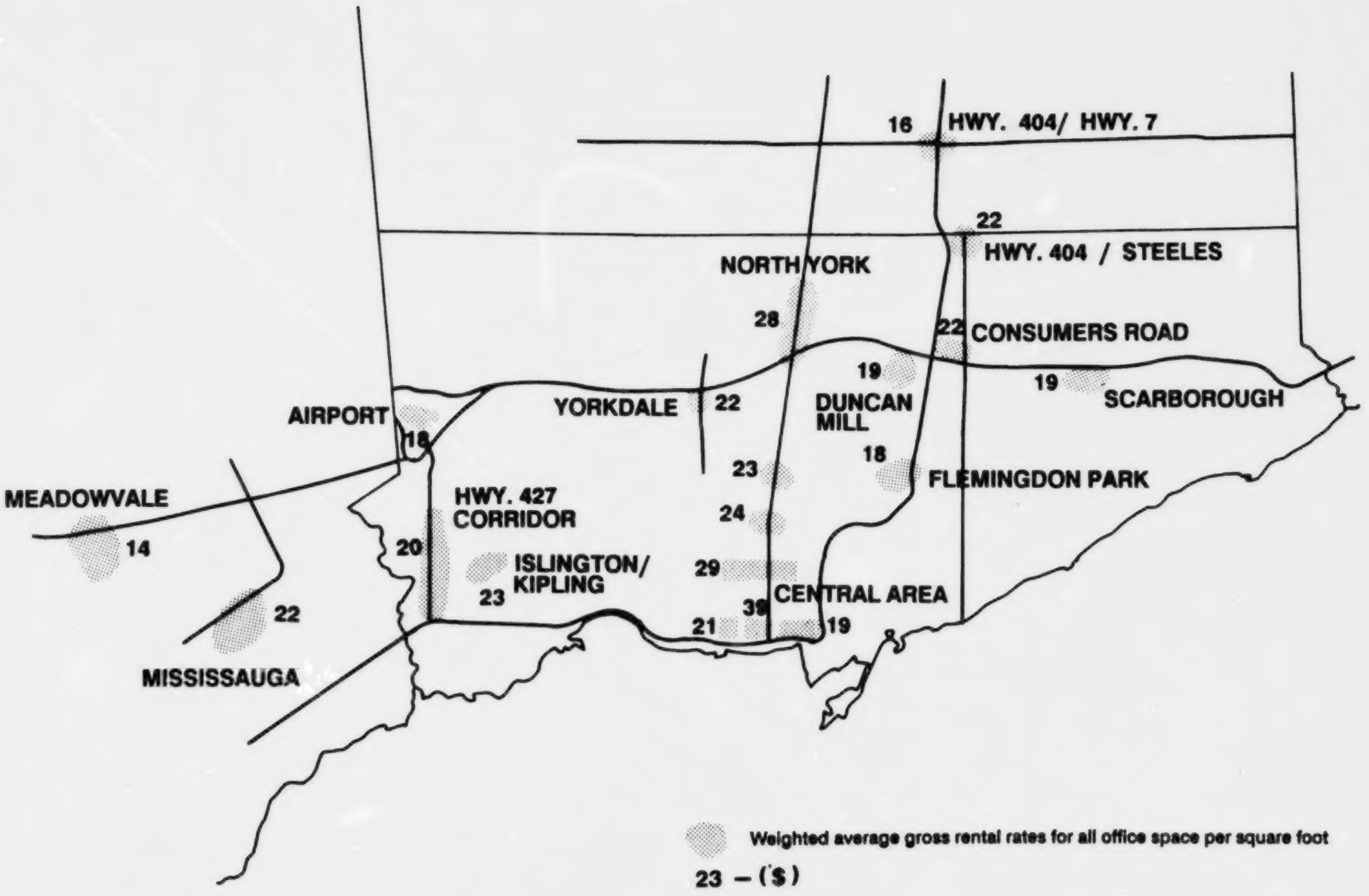
It is also becoming evident that many of the office centres in the Metropolitan Region have distinct markets and are attracting specialized office activities. The North York and Mississauga Centres are becoming mini-downtowns possessing many of the characteristics of downtown Toronto. The Scarborough Centre is dominated by branch offices (Matthew 1989), while some of the Office Parks located along the Highway 404 corridor have a high concentration of computer related and hi-technology firms.

The differences in function between the Central Area and suburban office locations are reflected in rents (see Figure 7). In the downtown core of Toronto, rents are about 50% higher or more than those in suburban locations. Thus office activities which require a prestige location and can afford to pay very high costs for office space will locate in the downtown area. Elsewhere in the Region, the North York Centre has the highest office rents. At the next office rent level are a number of Centres and Office Parks in Metro and the surrounding regions as well as areas east and west of the downtown core. It is evident that a number of office areas in Metro and the surrounding regions are competing for office tenants in a similar rent level. This does not necessarily favour the office areas in Metro. Other factors come into play in office location decisions. At the next office rent level are office areas further out in the regions. The office location dynamics study will address questions as to the kinds of office sectors and activities locating in these office areas and the character of these office centres.

### 6.3 Floor Space Per Worker Index

The floor space per worker (F.S.W.) index represents the average amount of occupied floor space used by an office employee. The F.S.W. index is an important factor in estimating future employment levels in proposed office developments and determining travel demand.

Surveys of the changes in the F.S.W. index over time have been undertaken for the Central Core of Toronto. They show that since 1960 the F.S.W. has increased from 19.2 square metres per employee to 26.0 square metres per employee in 1985. The increasing proportion of managerial and executive


16
HWY. 404/ HWY. 7
22
HWY. 404 / STEELES
NORTH YORK
28
22
CONSUMERS ROAD
19
19
SCARBOROUGH
AIRPORT
18
YORKDALE
22
DUNCAN MILL
18
FLEMINGDON PARK
MEADOWVALE
14
HWY. 427 CORRIDOR
23
24
20
ISLINGTON/ KIPLING
23
29
CENTRAL AREA
39
21
19
22
MISSISSAUGA
Weighted average gross rental rates for all office space per square foot
23 – ($)

SOURCE: ROYAL LePAGE REAL ESTATE SERVICES LTD.
JANUARY 1988

FIGURE 7
OFFICE RENTAL RATES IN THE METROPOLITAN REGION

workers in the Core who tend to occupy more office space than clerical workers as well as computerization have contributed to the increase in the F.S.W. index. The City of Toronto's 1986 Quinquennial Review, notes that the implication of a continued increase in the F.S.W. is that "more office space could be built in the Central Area with diminishing impacts on employment and trip growth." This is an important observation given the objectives of the Metropolitan Official Plan of limiting the growth of the Central Area to the capacity of the existing transportation system. This is discussed further in the Metropolitan Plan Review report "Central Area Transportation Issues."

## 6.4 Commercial Concentration Levy

The Provincial budget of May 1989 introduced a Commercial Concentration Tax effective January 1, 1990. An annual tax levy of $1.00 per square foot will be assessed on all commercial property (including office buildings, shopping centres, hotels and theatres) and associated parking exceeding 200,000 square feet and commercial parking lots. The tax is on properties located within the Greater Toronto Area (consisting of the regional municipalities of Durham, Halton, Peel, York and Metropolitan Toronto). Industrial property including warehouses are exempt from the tax.

While the tax will apply throughout the Greater Toronto Area, it will impact more significantly on the Central Area and some of the Centres and Office Parks in Metro Toronto. These areas generally have the greatest number of large office buildings and parking lots. The tax is expected to raise $ 125 million in the first year.

## 6.5 Regional Growth Projections

In assessing the future growth of office centres in Metro Toronto, it is important to consider travel patterns and transportation demand, population and labour force changes. Population and employment projections prepared by the Planning Department indicate increased pressure on the regional transportation system to and within Metro. This has implications on the distribution of office development in the Region and the development of sub-centres.

### Population Trends

During the period 1981-1986 Metro Toronto's population grew by around 55,000 people while the surrounding regions had an increase in population of 260,000 persons. Most of the population growth in the Metropolitan Region to the year 2011 is also expected to occur outside Metropolitan Toronto. Based on a scenario of increased intensification of development, the Planning Department's most recent projections indicate Metro Toronto's population will grow steadily increasing from 2,192,721 in 1986 to 2,527,400 in 2011, an increase of 334,679. During the same period, the population in the surrounding regions is expected to increase from 1,540,344 in 1986 to 2,710,400 in 2011, an increase of 1,170,056 (see Table 7). Most of this growth will take place in Peel and York.

### Labour Force and Employment Trends

The growth in the Metropolitan Region's population over the next 25 years will result in a continued growth in the Region's employed labour force. Between 1981 and 2011, Metro's employed labour force is expected to increase by

268,280. At the same time, the employed labour force in the regions outside Metro will grow by 830,820. As a result, Metro's share of the Metropolitan Region's employed labour force will decline from 64% in 1981 to 49% in 2011. By 2011, it is expected that half of the employed labour force in the Metropolitan Region will be located outside Metro's boundaries.

Employment in Metro Toronto is expected to grow by 322,328 jobs between 1981-2011, 30% of the growth in employment in the Metropolitan Region. Due to the smaller growth projected in Metro's employed labour force, the difference will be filled by workers from the surrounding regions. By 2011, there will be a total net inflow of 180,600 workers coming from the surrounding regions into Metro for employment, an increase of 53,998 since 1981.

The implication for travel patterns is a continued increase of inter-regional work trips into Metro Toronto as employment continues to increase here. At the same time, however, there will be a continued increase in the number of Metro residents travelling outside Metro for employment. By 2011, there will be almost 1 million cross boundary work trips daily: 60% into Metro and 40% out of Metro. But the net inflow into Metro will remain unchanged from 2001-2011 indicating a greater outflow of workers from Metro to the surrounding regions. This has major implications on transportation demand.

A further analysis of transportation trips within the Metropolitan Region (see M.T.P.D. Future Transportation Needs in the Greater Toronto Area, 1987; M.T.P.D. Central Area Transportation Issues, 1988) shows:

TABLE 7

POPULATION, EMPLOYED LABOUR FORCE & EMPLOYMENT PROJECTIONS IN THE METROPOLITAN REGION

| | Metropolitan Toronto | % of Region | 4 Surrounding Regions | % of Region | Metropolitan Region | % |
|---|---|---|---|---|---|---|
| **Population** | | | | | | |
| 1986 | 2192721 | 58.7% | 1540344 | 41.3% | 3733065 | 100. |
| 2011 | 2527400 | 48.3% | 2710400 | 51.7% | 5237800 | 100. |
| growth | 334679 | 22.2% | 1170056 | 77.8% | 1504735 | 100. |
| **Employed Labour Force** | | | | | | |
| 1981 | 1157670 | 64.2% | 646426 | 35.8% | 1804096 | 100. |
| 2011 | 1425950 | 49.1% | 1477250 | 50.9% | 2903200 | 100. |
| growth | 268280 | 24.4% | 830824 | 75.6% | 1099104 | 100. |
| **Employment** | | | | | | |
| 1981 | 1284272 | 70.4% | 539448 | 29.6% | 1823720 | 100. |
| 2011 | 1606600 | 55.1% | 1308900 | 44.9% | 2915500 | 100. |
| growth | 322328 | 29.5% | 769452 | 70.5% | 1091780 | 100. |

Source: M.T.P.D. Projections and their Policy Implications, Scenario E

- widespread and significant growth in Mississauga and Brampton;
- significant growth across the west and north Metro boundaries (the latter concentrated in the Yonge Street corridor); and
- significant growth into the Central Area of Toronto, heavily concentrated from the west and to a lesser extent from the northwest and north.

## Transportation Demand

In the past decade transportation demand in the Metropolitan Region has been growing faster than the growth in new roads and transit services. The growth in transportation demand is a result of the major growth in population and employment in the Region. Not only has there been an increase in the daily trips but the trips have been getting longer in terms of both distance and travel time. This is mainly due to the development of new jobs and housing further out in the regions surrounding Metro Toronto as well as due to greater traffic congestion.

Although governments undertook major investments in transportation infrastructure in the 1950's and 1960's, the level of transportation construction in the 1980's has slowed considerably. Transportation improvements have not kept pace with demand. The result is traffic congestion within Metro Toronto and across its boundaries into the adjacent regional municipalities. Based on population, labour force and employment projections presented above, there will be a continued increase in travel demand throughout the Region.

The population, employment and transportation trends outlined above have implications on the multi-centred concept of the Official Plan.

- **An increasing proportion of this employment growth and incommuting could either go to the Central Area, other Centres or to dispersed locations in Metro.**

- **Suburban Centres and Office Parks can play an important role by acting as "intervening opportunities" between the growing labour force outside of Metro and the increased employment opportunities within Metro's boundaries.**

- **In order to reduce the level of incommuting into Metro Toronto and shorten work trips, the regions surrounding Metro should be encouraged to attract a greater proportion of the Metropolitan Region's employment growth by adopting a centres policy in their regional and local plans. Metro Toronto should enter into discussions with these municipalities to foster the development of this concept.**

## 7.0 DESIGNATION OF ADDITIONAL CENTRES

In the preceding sections, issues have been raised which focus on the implementation and interpretation of Metropolitan planning policy in relation to Centres and other office concentrations. This section examines whether additional Centres and Office Parks should be designated and whether other classifications should be included in the Metropolitan Official Plan.

### 7.1 Additional Centres

Is there a need for additional Centres in Metro Toronto? Background documents to the Plan as well as various drafts of the Plan suggested including a greater number of Centres than were finally designated in the Official Plan. These documents recognized that in order to modify the urban structure , alter the dispersed pattern of development and provide suburban residents with a greater variety of services and amenities, a large number of Centres should be developed in Metro Toronto. The reason that only a limited number of Centres were designated in the 1980 Official Plan was that these locations had immediate development potential as they were located on existing or committed rapid transit facilities. In addition, limiting the number of designated Centres ensured that the Centres would not compete with one another, thereby prejudicing their development. But the Plan indicates the intent to examine the need for additional Centres. Over time, in response to employment growth, additional Centres could be designated.

It is now nearly a decade since the Plan was approved. Most of the Centres such as North York, Scarborough, Eglinton and

St. Clair are of a size, scale and development level making them strong individual Centres. They have reached the critical level needed to withstand competition from additional Centres. The Islington-Kipling Centre is not yet on a firm footing and the creation of additional Centres in the same general area should not be considered at this time.

In order to further the objectives of the Official Plan, particularly in view of the proposed expansion of the subway system, there is a need to consider designating additional Centres in Metropolitan Toronto. As this report indicates, the six Centres designated in the Plan outside the Central Area have only moderately altered the pattern of development. The creation of additional Centres has the potential to develop additional growth centres in the suburban areas of Metro Toronto thereby strengthening the multi-centred concept, reducing the pressures for further growth in the Central Area and altering the trends of continued high levels of dispersed auto-oriented development.

The Plan indicates that in considering additional Centres, first consideration will be given to local centres designated by the area municipalities. In making a preliminary planning selection of major potential development/redevelopment areas as Centres, the following criteria were used:

- existing or committed rapid transit facilities
- rail facilities which could be used for transit access
- highway and road accessibility
- availability of vacant land
- potential for redevelopment
- municipal development policies

- potential for development of a mix of activities

From this process, the following areas have been identified as study areas for potential Centre locations:

- **Sheppard subway line at Kennedy Road, Don Valley/ Highway 401 and at Bayview Avenue or Leslie Street**

Metropolitan Toronto has approved the Sheppard subway. A number of locations along this route have good redevelopment potential and increased development potential. The area around Kennedy Road and Sheppard Avenue includes significant residential development, a hotel, new office building and the large Agincourt shopping centre. There is potential for intensification and redevelopment of parts of the area. The area is also served by the Agincourt GO station.

The Sheppard subway would provide increased transportation accessibility and capacity to the Consumers Road Office Park enabling greater development opportunities. Together with Fairview Mall, the area could become a strong mixed use Centre having excellent highway accessibility as well as rapid transit service.

The area around the Bayview-Sheppard intersection offers additional possibilities for significant development. The area is comprised of a shopping centre, office building, YMCA facility, gas stations and low, medium and high density residential development.

The area just west of Leslie Street offers major redevelopment potential. It includes industrial lands, a municipal works site and some large retail-warehouses. The area is served by a GO station.

- **Eglinton Rapid Transit line at the York Civic Centre and at the Allen Expressway**

Metropolitan Toronto has designated the Eglinton line as a future rapid transit facility. This would provide for redevelopment potential along its route. The York Civic Centre would be located along this line and would also have a rail facility which could serve it. The City of York is proposing to develop a City Centre with a mix of uses at this location.

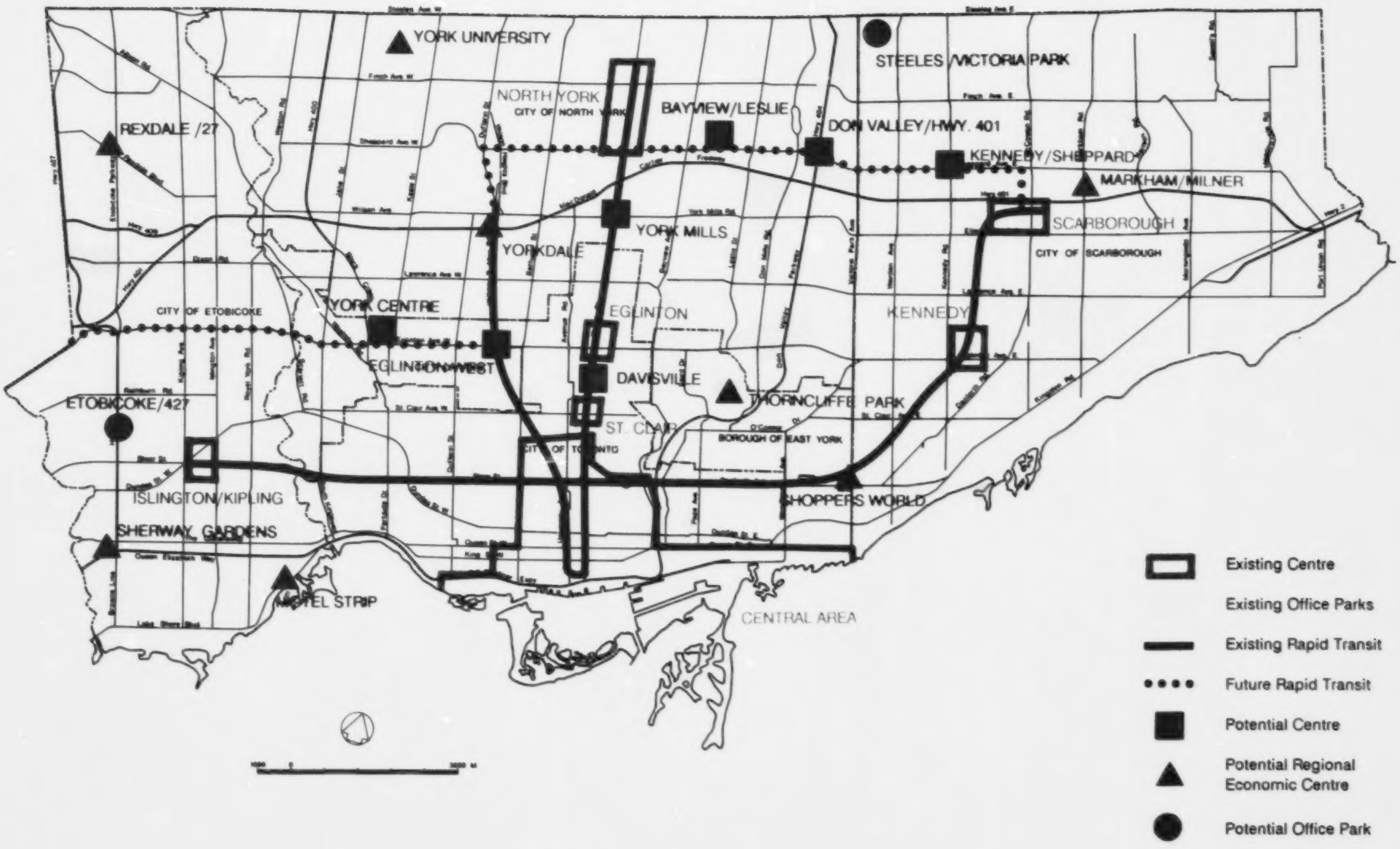
The area around the Eglinton West station could become a significant development centre having good highway access and being served by two rapid transit lines. Additional development could be provided at the Eglinton West subway station by using the air rights over the Allen Expressway and the Spadina subway line.

- **York Mills**

The area around the York Mills subway station has undergone major office development providing about 3200 office jobs. A number of residential developments have also been built. The area is adjacent to Highway 401 and is just south of the North York Centre. Several sites have additional redevelopment potential. Some lands are located in the flood plain and their development is restricted.

- **Davisville**

The area around the Davisville subway station has significant redevelopment potential. Much of the land is


YORK UNIVERSITY
STEELES /VICTORIA PARK
NORTH YORK
CITY OF NORTH YORK
BAYVIEW/LESLIE
DON VALLEY/HWY. 401
KENNEDY/SHEPPARD
MARKHAM/MILNER
REXDALE /27
YORK MILLS
YORKDALE
SCARBOROUGH
CITY OF SCARBOROUGH
CITY OF ETOBICOKE
YORK CENTRE
EGLINTON
KENNEDY
EGLINTON WEST
DAVISVILLE
THORNCLIFFE PARK
ETOBICOKE/427
ST. CLAIR
CITY OF TORONTO
BOROUGH OF EAST YORK
ISLINGTON/KIPLING
SHOPPERS WORLD
SHERWAY GARDENS
MOTEL STRIP
CENTRAL AREA
Existing Centre
Existing Office Parks
Existing Rapid Transit
Future Rapid Transit
Potential Centre
Potential Regional Economic Centre
Potential Office Park

PREPARED AND DRAWN BY METROPOLITAN TORONTO PLANNING DEPARTMENT

FIGURE 8
STUDY AREAS

occupied by T.T.C. subway yards whose air rights could be acquired for development. There is also a large amount of residential, office and retail development in the area. The site is located between the St. Clair and Eglinton Centres along Yonge Street. Development of a Centre at this location would create an almost continuous Centre stretching from Eglinton to south of St. Clair.

The Downsview Airport lands are recognized as having a potential major impact on the future urban structure of Metro Toronto. The area is designated as a Special Study Area in the Metropolitan Official Plan. The site currently includes the Boeing de Havilland aircraft plant which employes more than 5,000 workers. As one of Metro's largest industrial employers, it is in the Metropolitan interest to maintain this major industrial facility at this location due to its requirement for the air strip and the significant economic benefits it provides to Metro Toronto.

## 7.2 Additional Office Parks

In order to recognize the existing concentration of office development in certain locations as well as their excellent highway accessibility and redevelopment potential, the following area is identified as a study area for a potential new Office Park location:

- **Steeles/Victoria Park**

This area is adjacent to the Parkway-Finch Office Park with good access to Highway 404. It has an office and industrial character and is designated in the Scarborough Official Plan as a Business District where office uses may be permitted.

## 7.3 Additional Employment Classifications in the Plan

In order to achieve the objectives of the multi-centred concept and also address the continued demand for auto oriented suburban office space, a new classification should be included in the Official Plan and additional areas designated to attract employment activities.

The Metropolitan Official Plan includes only the following designations for employment areas: Centres, Office Parks, Foci and Industrial Areas. The Plan recognizes that other centres of employment exist in Metro but are not designated in the Plan. In some cases, these areas are important to the neighbourhoods and municipalities in which they are located. In other cases such as some regional shopping centres and rapid transit locations, the employment centres are important to the Metropolitan community. Such areas warrant designation in the Metropolitan Official Plan and the adoption of policies to guide their development. Such areas could be designated as Regional Economic Centres and developed as moderate density mixed use centres.

The creation of Regional Economic Centres has the potential to concentrate some of the dispersed auto oriented office development into nodes which can be more easily serviced thereby reducing the demands on the transportation system at dispersed locations. Criteria to identify these areas include:

- regional shopping centres
- major commercial/residential areas of Metropolitan significance
- transportation gateways
- development potential

Based on the above criteria, the following areas have been identified as study areas for potential Regional Economic Centres:

- **York University**

York University is proposing a major development on much of the university's vacant lands. Some lands are being developed for housing and others are proposed for academic, research and development, retail and office uses. In addition, the province is considering the site as a gateway facility.

- **Markham Road/Milner Avenue**

This area contains several office buildings and a hotel with major development potential for additional office growth. It is part of a larger industrial area which is experiencing growth of office activities. The area has excellent accessibility to Highway 401 and has the potential to be served by future extension of the Scarborough rapid transit line.

- **Yorkdale**

The area is located on the Spadina subway line with good highway accessibility. It contains a shopping centre and office building. There is potential for redevelopment of existing lands as well as lands adjacent to the shopping centre.

- **Sherway/Highway 427**

The area has excellent highway accessibility next to Highway 427 and the Queen Elizabeth Way. The area includes a regional shopping centre and office buildings. There is potential for residential development in the centre.

- **Rexdale/Highway 27**

This area includes the Woodbine shopping mall, Humber College and hospital and part of the Woodbine racetrack site. There is potential for office, commercial and residential development in the area especially if some of the lands of the racetrack are available for redevelopment. The area does not have rapid transit access.

- **Lakeshore Boulevard/Motel Strip**

The Lakeshore Boulevard area in southern Etobicoke including the Motel Strip is planned to undergo major residential, office, hotel and recreational development. The area is not served by rapid transit, however, the addition of a station on the Lakeshore GO line would enhance the transit accessibility of the area.

- **Shopper's World**

Shopper's World is a 6.7 hectare site located along Danforth Avenue in East York. The old shopping centre offers good redevelopment potential for an office-commercial-residential centre. It is in close proximity to the Victoria Park subway station and adjacent to a GO rail line with the possibility of a new GO station. There is currently a large residential community north of this site around the subway station.

## 7.4 Future Directions

This report has reviewed existing Centres, Office Parks and Foci outlining policy options to guide their development. It has also examined whether additional centres should be designated in the Metro Official Plan. From this process, a number of areas have been identified as potential new Centres, Office Parks or Regional Employment Centres. Figure 8 illustrates these study areas. A preliminary evaluation of these study areas is currently underway.

In order to decide on directions for Metropolitan policy it is necessary to determine:

- whether the development being captured by suburban Centres is different from that being attracted to other suburban locations;
- whether a move to restrict development in the Central Area would result in greater development in suburban Centres; and
- whether the creation of additional employment centres would alter the dispersed pattern of development and strengthen the multi-centred concept.

The office location dynamics study being undertaken by a consultant for the Planning Department will look at some of these questions. It will examine whether there are differences in the types of office activities locating in various office concentrations and the underlying rationale for the locational choice. The study should indicate why offices locate where they do, what are the reasons for relocating, what kinds of offices and office functions require a "downtown" location and which are likely to locate in suburban areas including Centres, Office Parks and industrial areas. More importantly, the study will provide the Planning Department with information on the effect of public policy initiatives on office location decisions.

The re-evaluation of the multi-centred concept and designation of additional Centres is also subject to the question of the impact of future rapid transit initiatives. While some transit initiatives have been approved most of the future rapid transit facilities and provincial commitments to undertake them are not yet known. From Metropolitan Toronto's point of view a suburban rapid transit system serving travel demand across the suburban areas of Metro Toronto is the preferred choice. The designation of additional Centres along these routes would reinforce the need for a suburban rapid transit system. Thus while the office location study will provide answers to some of the questions, Metro must make assumptions about the issue of future transit initiatives.

The Planning Department needs informed input on future directions for Metropolitan policy. This involves discussions with the area municipalities, provincial government, interest groups in the Metropolitan area and municipalities in the surrounding regions. It also includes obtaining the views of interested residents in Metropolitan Toronto. It is important the Planning Department hear from all members of the Metropolitan community on what the future shape of Metroplitan Toronto should be.

# APPENDIX 1

# POLICIES FROM THE METROPOLITAN OFFICIAL PLAN

# section 3

# CONCEPT FOR THE URBAN STRUCTURE

## B. GENERAL

1. *Metropolitan Toronto's* growth has evolved over almost 200 years from its urban beginnings in the Old Town of York, to the point where, in 1978, the 244 square mile *Planning Area* is almost fully built-up. The existing *urban structure* is characterized by a strong, densely developed *Central Area* which provides jobs, services and amenities for the whole *Metropolitan Region* and for *Metropolitan Toronto* in particular. The suburban areas are less densely developed and lack many of the services and amenities of the centre, but they provide an increasing proportion of the *Planning Area's* jobs and house the largest part of the *Metropolitan* population.

2. It has been concluded that, as the population and employment grow, the existing *urban structure* of the *Planning area*, especially the concentration of office employment, services and amenities in the *Central Area*, will be less adequate to meet the needs of the people of *Metropolitan Toronto*. The social and environmental impacts inherent in a continued reliance on a centrally oriented urban structure are no longer acceptable. It is necessary, therefore, to commence the long term task of modifying the present structure.

3. The primary goal of the *Plan*, therefore, is to create an *urban structure*: that can accommodate and encourage future growth and change while minimizing adverse social and environmental impacts; that broadens and enriches the economic and social base of the suburban communities; and that can be achieved at the least possible cost in terms of investment in physical facilities and the attendant operating expenditures. The interrelated elements of the modified *urban structure* that can be implemented within existing constraints are illustrated in general terms in Figure 3.

## C. CENTRES

1. A fundamental aim of the *Plan* is to create a multi-centred *urban structure*. This can be achieved through the development of *Metropolitan Centres* located along *rapid transit* facilities.

2. The *Central Area* of the City of Toronto will remain the pre-eminent business, cultural, governmental, recreational and management centre of *Metropolitan Region* as well as accommodating a strong and growing residential component. Its expected growth by 2001 can be accommodated without additional major transportation facilities.

3. Additional *Metropolitan Centres*, by combining social and economic opportunities, especially office employment, will provide reasonable job alternatives to the *Central Area* for many suburban residents. The *centres* will be concentrations of activities relating to the daily lives of people. They will, in time, become the location for a number of specialized facilities for cultural and recreational use. It is intended that the *centres* will act as magnets pulling otherwise loosely organized office and service development to easily recognizable and acknowledged growth points.

4. Immediate development potential exists for development of *centres* in Scarborough, North York and Etobicoke, where the use of existing and committed transit facilities can be optimized.

5. The *centres* designated shall relate to projected growth in employment. It is anticipated that the number of *centres* will be increased through time, as may be warranted by growth in jobs. In considering additional *centres*, first consideration shall be given to local centres designated by *Area Municipal* official plans.

## D. OFFICE PARKS

Suburban *Office Parks* have developed in response to suburban population growth, the convenience of the private automobile, inexpensive gasoline, the availability of both expressways and extensive industrial areas on which general office development has been permitted. However, continued development of *office parks* in an uncontrolled manner does not recognize either the need to conserve energy and reduce dependence on the automobile or environmental and economic constraints on road expansion. Therefore *Council* intends to control future development of *office parks* within the capacity of transportation facilities and to encourage and support the growth of places of work which are now or will be well served by *transit*.

# section 4

# CENTRES

## A. METROPOLITAN CENTRES

1. Three types of *Metropolitan Centres* are designated: the *Central Area, Major Centres* and *Intermediate Centres.* The general locations of these *centres* are illustrated on Figure 5, "Designated Metropolitan Centes".

2. The *centres* should have a significant residential component that is complementary to and compatible with the proposed range and scale of other activities. Housing in and around *centres* should provide accommodation for a variety of household types and sizes.

## B. THE CENTRAL AREA

1. The *Central Area* will remain the pre-eminent centre for the *Metropolitan Region*, serving as the dominant focus of urban activity. Consistent with its historical development, the *Central Area* will generally provide the highest order central place functions which serve the wider *Metropolitan Region*, thereby continuing as the primary location of government, corporate head offices, financial and other major institutions, retail trade and related activities, as well as continuing as the principal centre for communications, cultural and entertainment activities. Its estimated 1976 employment total of 387,700 persons will increase by approximately 52,000 persons to the year 2001. This is compatible with the capacity and level of transportation facilities described in Section 6.

2. For purposes of calculating population and employment, the outer limits of the *Central Area* are defined as shown on Figure 4.

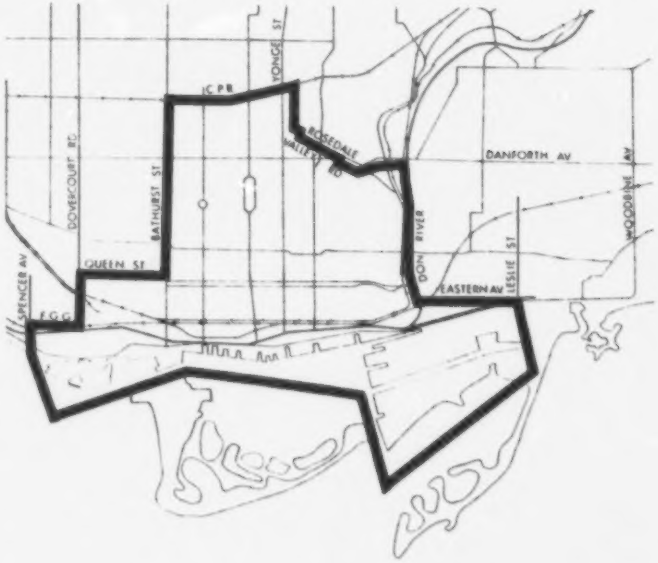
## C. MAJOR CENTRES

1. The designated *Metropolitan Major Centres* as shown in Figure 5 shall be:

   a. multi-functional in land use;

   b. compact and pedestrian oriented in their internal organization and design; and,

   c. intensive in their development relative to those areas which are not *centres.*



**CENTRAL AREA**

**FIGURE 4**

**2.** Activities encouraged should include, but not necessarily be limited to the following: retailing, offices, hotels, theatres, library, post offices, institutional services, restaurants, cultural and recreation facilities and educational resources. These *centres* shall be focal points of business, government and community activity while also serving as transportation hubs for local *surface transit.*

## D. INTERMEDIATE CENTRES

The designated *Intermediate Centres* shall have many of the same characteristics as the *Major Centres*, but will be smaller in scale in terms of both the number of jobs located in the *centre* and in the area served by the *centre* and are located along a *rapid transit* line.

## E. DEVELOPMENT PLANS

**1.** It is a requirement of the *Plan* that *Area Municipalities* prepare and adopt *Development Plans* as amendments to Official Plans, to guide private and public sector building activities in the development of the *centres.*

**2.** A *'Development Plan'* should have a ten to twenty year horizon and, among other matters, it should:

**a.** define the physical boundaries of the *centre;*

**b.** designate land uses, densities and establish urban design criteria consistent with the scale and function of the *centres;*

**c.** include an assessment of required public facilities, particularly *transit* and roads;

**d.** include policies to foster compatibility with the adjacent community; and,

**e.** identify heritage resources and consider their conservation.

**3.** The *Corporation*, through the provision of technical advice, and services and facilities within its jurisdiction, shall assist in the preparation and implementation of *Development Plans.*

**4.** Until such plans are adopted, *Council* shall support development applications that are in general conformity with the policies of this *Plan.*

## F. YORK AND ETOBICOKE PRINCIPAL FOCUS

*Council* recognizes the need of each of the Boroughs of York and Etobicoke to create a principal focus of commercial and community activities related to the social, cultural and economic functions of their populations. Therefore, *Council* shall support actions of those Boroughs, including development or redevelopment, to establish such commercial and community focus in each of the Boroughs of York and Etobicoke, providing such actions are consistent with other policies of this *Plan* and are located as generally indicated as civic centre by Figure 5.

## G. AREA MUNICIPAL CENTRES

**1.** *Council* recognizes that *Metropolitan Toronto* contains many "centres" not designated by the *Plan* but which have an importance to the neighbourhoods and districts of the *Area Municipality* in which they are located. Also, as in the case of regional shopping centres, other centres exist which are important to the *Metropolitan* community as well as the *Area Municipality.*

**2.** In all such cases, *Council* encourages *Area Municipal* actions to support the future well being and development of such centres to the extent that such development is consistent with the policies of this *Plan* and in particular with *Council's* transportation policies.

# section 5

# DISTRIBUTION OF EMPLOYMENT ACTIVITIES

## A. GENERAL OBJECTIVES

1. The *Plan* provides guidelines for the distribution of projected employment increases in the *Planning Area* during the period 1976 to 2001.

2. It is estimated that the total number of jobs located in *Metropolitan Toronto* will increase by approximately 240,000 to a total of 1,400,000 jobs in the year 2001. Objectives of this *Plan* are to ensure that sufficient land will be available to accommodate this growth and to ensure that the location of places of employment are related to the transportation system for the efficient movement of people and goods.

3. The future distribution of additional jobs should be based on the following objectives:
   - a. to concentrate the largest possible proportion of future jobs in a number of locations capable of being served by existing and planned transportation facilities; and,
   - b. to provide increased opportunities for closer live/work relationships and increased accessibility to an expanded range of amenities and services in the *Planning Area*.

4. In order to achieve these objectives, the *Plan:*
   - a. designates *Metropolitan Centres, Metropolitan Office Parks* and *Industrial lands;*
   - b. establishes procedures for the *Area Municipal* actions required to facilitate the development of the designated areas; and,
   - c. establishes the policies and criteria by which *Council* will evaluate and respond to *Area Municipal* decisions on specific land use proposals and development applications.

5. In planning for future office employment growth, priority will be given to enlarging existing employment concentrations, or, by creating new employment concentrations where economies of scale can be realized.

## B. CENTRES

1. It is the intent of *Council* that the *Metropolitan Centres* designated by this *Plan* be encouraged to develop as significant concentrations of employment activities related to the character of *centres* as described elsewhere in this *Plan*. The *Corporation* will support programmes and policies aimed at the fulfillment of this objective which are within the guidelines established by this *Plan*.

2. The anticipated employment increases in the *Major* and *Intermediate Centres* shall be set out in a schedule appended to this *Plan*, and used as a guide to *Council* and the *Area Municipalities*.

## C. METROPOLITAN OFFICE PARKS

1. *Metropolitan Office Parks* are hereby designated as named and generally located on Figure 6, "Designated Metropolitan Office Parks".

2. *Area Municipal* official plans and zoning should be amended as may be necessary to:

   a. define the outer limits of the *office parks* designated by Figure 6;

   b. within the limits defined, control the amount of office development that may be anticipated so that the traffic generated can be reasonably accommodated by the transportation facilities available or to be provided;

   c. encourage the development of a variety of compatible uses within the defined *office park* area;

   d. attempt to establish a roadway pattern and design that can accommodate *transit* facilities;

   e. require that the siting of buildings is such as to encourage public use of *transit* facilities;

   f. limit the density of office development on any industrially designated lands adjoining the defined *office park* area in accordance with Section 5.D. of this *plan*.

# APPENDIX 2

## ADMINISTRATIVE MATTERS

Many of the policies, definitions and maps in the Plan are not consistent thereby creating confusion. For example, Section 1.0 of the Plan defines several of the terms used in the Plan, however, their meaning does not always correspond with the policies.

- A definition is provided for Centre but not for the term Metropolitan Centre even though both terms are used interchangeably throughout the Plan.

- The Central Area is defined as being the dominant area for the concentration of a variety of activities in Metro Toronto. But policies in the Plan indicate it will be the dominant centre of the Metropolitan Region.

- The Plan has a defined boundary for the Central Area for calculating employment and population purposes only (Figure 4). This boundary is taken from Toronto's Central Area boundary. However, Figure 5 in the Plan (Designated Metropolitan Centres) denotes the boundary of the Central Area as a large blob.

- Figure 5 gives the impression that the boundaries of the Centres on the map are accurate when in fact they are really meant to be schematic.

- While a precise boundary for the Central Area is defined in the Plan, no such boundary is set for the other Centres. This raises the question whether a map outlining the boundaries of each Centre should be included in our Plan once the area municipality has designated the boundary in its Plan and Metro has approved it.

- The definition of Major Centre in Section 1.D is inaccurate since it refers to it as "a centre designated and generally located by Figure 5" and not as a Major Centre as shown on Figure 5.

- The Plan gives no clear sense as to the difference between Major Centres and Intermediate Centres in terms of scale of development, order of services, types of activities and functions.

- Figure 2 outlining the Metropolitan Region, shows the Central Area and Major Centres in Metro as also being Regional Centres. But there is no discussion in the Plan as to what is meant by this.

- The York and Etobicoke Principal Focus are referred to in Figure 5 as Civic Centres. They are shown as asterisks on the map without defined boundaries.

- Policies on Principal Foci are contained in Section 4 of the Plan dealing with Centres although it is not clear that a Focus is a Centre.

- Although the Plan states that area municipalities are to prepare a development plan for their designated Centres, the policy gives no time period by which this is to be completed. The Eglinton-Kennedy Centre has as yet no development plan. Nor does the policy indicate what is to be considered a development plan. Toronto has Part II Plans for the Eglinton and St. Clair Centres but the boundaries used in those Plans cover a much larger area than Metro Toronto uses for those Centres.

- Section 1.D provides a definition for Metropolitan Office Parks although the policies in the Plan also refer to them as just Office Parks.

- The definition states that Office Parks are to develop at low densities such as 1.0 F.S.I. in a "campus-like" setting.

There is no indication as to what this means. Furthermore, North York permits a density of up to 1.5 F.S.I. for its Office Parks thus surpassing the figure in the Plan.

- Not all municipalities have set out the boundaries of their Office Parks. North York only recently adopted such policies while Etobicoke and East York have yet to do so. They are currently undertaking such plans.

- Figure 6 of the Plan designates the Office Parks on a map thus appearing to define their boundaries. This conflicts with Section 5.C.2 which states that the area municipalities are to define the outer boundaries of the Office Parks.

In reviewing the policies on Centres, Foci and Office Parks, there is a need to ensure consistency between the policies and definitions in Section 1.D as well as address problems with the Figures (maps) in the Plan and other matters indicated above.

# APPENDIX 3

APPENDIX 3.1

DISTRIBUTION OF OFFICE SPACE (IN SQUARE METRES) IN THE METROPOLITAN REGION

| | To 1976 | | 1977-1980 | | 1981-1984 | | 1985-1987 | | Total to 1987 | | Growth from 1977-1987 | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Office Floor Area | % of Region | Office Floor Area | % of Regional Growth | Office Floor Area | % of Regional Growth | Office Floor Area | % of Regional Growth | Office Floor Area | % of Region | Office Floor Area | % of Regional Growth |
| CENTRAL AREA | 3977056 | 56.0% | 516114 | 33.1% | 848672 | 46.6% | 315121 | 25.8% | 5656963 | 48.3% | 1679907 | 36.5% |
| MAJOR CENTRES | | | | | | | | | | | | |
| North York | 82243 | 1.2% | 95123 | 6.1% | 43844 | 2.4% | 197495 | 16.2% | 418705 | 3.6% | 336462 | 7.3% |
| Scarborough | 35280 | 0.5% | 21831 | 1.4% | 76899 | 4.2% | 43002 | 3.5% | 177012 | 1.5% | 141732 | 3.1% |
| TOTAL | 117523 | 1.7% | 116954 | 7.5% | 120743 | 6.6% | 240497 | 19.7% | 595717 | 5.1% | 478194 | 10.4% |
| INTERMEDIATE CENTRES | | | | | | | | | | | | |
| Eglinton-Yonge | 220182 | 3.1% | 77959 | 5.0% | 25405 | 1.4% | 44901 | 3.7% | 368447 | 3.1% | 148265 | 3.2% |
| St. Clair-Yonge | 247755 | 3.5% | 35510 | 2.3% | 34388 | 1.9% | 25319 | 2.1% | 342972 | 2.9% | 95217 | 2.1% |
| Kennedy-Eglinton | 6950 | 0.1% | 0 | 0.0% | 0 | 0.0% | 6736 | 0.6% | 13686 | 0.1% | 6736 | 0.1% |
| Islington-Kipling | 24089 | 0.3% | 16653 | 1.1% | 44101 | 2.4% | 7853 | 0.6% | 92696 | 0.8% | 68607 | 1.5% |
| TOTAL | 498976 | 7.0% | 130122 | 8.3% | 103894 | 5.7% | 84809 | 7.0% | 817801 | 7.0% | 318825 | 6.9% |
| TOTAL MAJOR & INTERMEDIATE CENTRES | 616499 | 8.7% | 247076 | 15.8% | 224637 | 12.3% | 325306 | 26.7% | 1413518 | 12.1% | 797019 | 17.3% |
| FOCI | 59239 | 0.8% | 30474 | 2.0% | 42910 | 2.4% | 17438 | 1.4% | 150061 | 1.3% | 90822 | 2.0% |
| OFFICE PARKS | 713288 | 10.1% | 159922 | 10.2% | 74091 | 4.1% | 75639 | 6.2% | 1022940 | 8.7% | 309652 | 6.7% |
| Rest of Metro | 1369409 | 19.3% | 313796 | 20.1% | 268015 | 14.7% | 258601 | 21.2% | 2209821 | 18.9% | 840412 | 18.3% |
| TOTAL METROPOLITAN TORONTO | 6735491 | 94.9% | 1267382 | 81.2% | 1458325 | 80.0% | 992105 | 81.3% | 10453303 | 89.3% | 3717812 | 80.8% |
| TOTAL PEEL | 181246 | 2.6% | 173276 | 11.1% | 169826 | 9.3% | 43108 | 3.5% | 567456 | 4.8% | 386210 | 8.4% |
| TOTAL HALTON | 75463 | 1.1% | 32553 | 2.1% | 25211 | 1.4% | 44686 | 3.7% | 177913 | 1.5% | 102450 | 2.2% |
| TOTAL YORK | 24104 | 0.3% | 30996 | 2.0% | 162817 | 8.9% | 115466 | 9.5% | 333383 | 2.8% | 309279 | 6.7% |
| TOTAL DURHAM | 80969 | 1.1% | 56949 | 3.6% | 5932 | 0.3% | 24872 | 2.0% | 168722 | 1.4% | 87753 | 1.9% |
| TOTAL METROPOLITAN REGION | 7097273 | 100.0% | 1561156 | 100.0% | 1822111 | 100.0% | 1220237 | 100.0% | 11700777 | 100.0% | 4603504 | 100.0% |

* In office buildings >929 sq. metres
ODB R1.23BM, R1.23BR

## APPENDIX 3.2

## DISTRIBUTION OF OFFICE SPACE IN METROPOLITAN TORONTO

| | To 1976 Office Floor Area | % of Metro | 1977-1980 Office Floor Area | % of Metro Growth | 1981-1984 Office Floor Area | % of Metro Growth | 1985-1987 Office Floor Area | % of Metro Growth | Total to 1987 Office Floor Area | % of Metro | Growth from 1977-1987 Office Floor Area | % of Metro Growth |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| CENTRAL AREA | | | | | | | | | | | | |
| Financial District | 1455992 | 21.6% | 408728 | 32.2% | 324561 | 22.3% | 192579 | 19.4% | 2381860 | 22.8% | 925868 | 24.9 |
| Rest of Core | 2156803 | 32.0% | 105808 | 8.3% | 486010 | 33.3% | 100677 | 10.1% | 2849298 | 27.3% | 692495 | 18.6 |
| Fringe | 364261 | 5.4% | 1578 | 0.1% | 38101 | 2.6% | 21865 | 2.2% | 425805 | 4.1% | 61544 | 1.7 |
| TOTAL | 3977056 | 59.0% | 516114 | 40.7% | 848672 | 58.2% | 315121 | 31.8% | 5656963 | 54.1% | 1679907 | 45.2 |
| MAJOR CENTRES | | | | | | | | | | | | |
| North York | 82243 | 1.2% | 95123 | 7.5% | 43844 | 3.0% | 197495 | 19.9% | 418705 | 4.0% | 336462 | 9.1 |
| Scarborough | 35280 | 0.5% | 21831 | 1.7% | 76899 | 5.3% | 43002 | 4.3% | 177012 | 1.7% | 141732 | 3.8 |
| TOTAL | 117523 | 1.7% | 116954 | 9.2% | 120743 | 8.3% | 240497 | 24.2% | 595717 | 5.7% | 478194 | 12.9 |
| INTERMEDIATE CENTRES | | | | | | | | | | | | |
| Eglinton-Yonge | 220182 | 3.3% | 77959 | 6.2% | 25405 | 1.7% | 44901 | 4.5% | 368447 | 3.5% | 148265 | 4.0 |
| St. Clair-Yonge | 247755 | 3.7% | 35510 | 2.8% | 34388 | 2.4% | 25319 | 2.6% | 342972 | 3.3% | 95217 | 2.6 |
| Kennedy-Eglinton | 6950 | 0.1% | 0 | 0.0% | 0 | 0.0% | 6736 | 0.7% | 13686 | 0.1% | 6736 | 0.2 |
| Islington-Kipling | 24089 | 0.4% | 16653 | 1.3% | 44101 | 3.0% | 7853 | 0.8% | 92696 | 0.9% | 68607 | 1.8 |
| TOTAL | 498976 | 7.4% | 130122 | 10.3% | 103894 | 7.1% | 84809 | 8.5% | 817801 | 7.8% | 318825 | 8.6 |
| TOTAL MAJOR & INTERMEDIATE CENTRES | 616499 | 9.2% | 247076 | 19.5% | 224637 | 15.4% | 325306 | 32.8% | 1413518 | 13.5% | 797019 | 21.4 |
| Etobicoke Focus | 51349 | 0.8% | 30474 | 2.4% | 42910 | 2.9% | 17438 | 1.8% | 142171 | 1.4% | 90822 | 2.4 |
| York Focus | 7890 | 0.1% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 7890 | 0.1% | 0 | 0.0 |
| OFFICE PARKS | | | | | | | | | | | | |
| Airport Strip | 0 | 0.0% | 28082 | 2.2% | 0 | 0.0% | 16857 | 1.7% | 44939 | 0.4% | 44939 | 1.2 |
| Thorncliffe Park | 70054 | 1.0% | 0 | 0.0% | 0 | 0.0% | 0 | 0.0% | 70054 | 0.7% | 0 | 0.0 |
| Flemingdon Park | 264627 | 3.9% | 19315 | 1.5% | 10066 | 0.7% | 0 | 0.0% | 294008 | 2.8% | 29381 | 0.8 |
| Duncan Mill | 145245 | 2.2% | 18817 | 1.5% | 33451 | 2.3% | 14645 | 1.5% | 212158 | 2.0% | 66913 | 1.8 |
| Consumers Road | 210031 | 3.1% | 82199 | 6.5% | 6996 | 0.5% | 13758 | 1.4% | 312984 | 3.0% | 102953 | 2.8 |
| Parkway-Finch | 23331 | 0.3% | 11509 | 0.9% | 23578 | 1.6% | 30379 | 3.1% | 88797 | 0.8% | 65466 | 1.8 |
| TOTAL | 713288 | 10.6% | 159922 | 12.6% | 74091 | 5.1% | 75639 | 7.6% | 1022940 | 9.8% | 309652 | 8.3 |
| Rest of Metro | 1369409 | 20.3% | 313796 | 24.8% | 268015 | 18.4% | 258601 | 26.1% | 2209821 | 21.1% | 840412 | 22.6 |
| TOTAL METROPOLITAN TORONTO | 6735491 | 100.0% | 1267382 | 100.0% | 1458325 | 100.0% | 992105 | 100.0% | 10453303 | 100.0% | 3717812 | 100.0 |

* In office buildings > 929 square metres

## APPENDIX 3.3

## DISTRIBUTION OF OFFICE EMPLOYMENT IN METROPOLITAN TORONTO*

| | To 1976 | % | 1987 | % | Growth 1977-1987 | % of Metro Growth |
|---|---|---|---|---|---|---|
| CENTRAL AREA | | | | | | |
| Financial District | 58469 | 21.8% | 90465 | 22.2% | 31996 | 23.1% |
| Rest of Core | 84840 | 31.6% | 112629 | 27.7% | 27789 | 20.0% |
| Fringe | 14747 | 5.5% | 17001 | 4.2% | 2254 | 1.6% |
| TOTAL | 158056 | 58.9% | 220095 | 54.1% | 62039 | 44.8% |
| MAJOR CENTRES | | | | | | |
| North York | 3329 | 1.2% | 16954 | 4.2% | 13625 | 9.8% |
| Scarborough | 1949 | 0.7% | 7642 | 1.9% | 5693 | 4.1% |
| TOTAL | 5278 | 2.0% | 24596 | 6.0% | 19318 | 13.9% |
| INTERMEDIATE CENTRES | | | | | | |
| Eglinton-Yonge | 8669 | 3.2% | 14391 | 3.5% | 5722 | 4.1% |
| St. Clair-Yonge | 8686 | 3.2% | 12434 | 3.1% | 3748 | 2.7% |
| Kennedy-Eglinton | 276 | 0.1% | 532 | 0.1% | 256 | 0.2% |
| Islington-Kipling | 1139 | 0.4% | 4395 | 1.1% | 3256 | 2.3% |
| TOTAL | 18770 | 7.0% | 31752 | 7.8% | 12982 | 9.4% |
| TOTAL MAJOR & INTERMEDIATE CENTRES | 24048 | 9.0% | 56348 | 13.8% | 32300 | 23.3% |
| Etobicoke Focus | 2200 | 0.8% | 5550 | 1.4% | 3350 | 2.4% |
| York Focus | 415 | 0.2% | 415 | 0.1% | 0 | 0.0% |
| OFFICE PARKS | | | | | | |
| Airport Strip | 0 | 0.0% | 1104 | 0.3% | 1104 | 0.8% |
| Thorncliffe Park | 2519 | 0.9% | 2519 | 0.6% | 0 | 0.0% |
| Flemingdon Park | 10700 | 4.0% | 11319 | 2.8% | 619 | 0.4% |
| Duncan Mill | 5016 | 1.9% | 7662 | 1.9% | 2646 | 1.9% |
| Consumers Road | 8040 | 3.0% | 12185 | 3.0% | 4145 | 3.0% |
| Parkway-Finch | 1486 | 0.6% | 4148 | 1.0% | 2662 | 1.9% |
| TOTAL | 27761 | 10.3% | 38937 | 9.6% | 11176 | 8.1% |
| Rest of Metro | 55964 | 20.8% | 85708 | 21.1% | 29744 | 21.5% |
| TOTAL METROPOLITAN TORONTO | 268444 | 100.0% | 407053 | 100.0% | 138609 | 100.0% |

* In office buildings > 929 sq. metres

APPENDIX 3.4

## POTENTIAL OFFICE DEVELOPMENT IN METROPOLITAN TORONTO
(in square metres)

| | Total Potential* | As % of Metro | Existing | Total Existing and Potential | As % of Metro |
|---|---|---|---|---|---|
| CENTRAL AREA | | | | | |
| Financial District | 785252 | 14.5% | 2381860 | 3167112 | 19.9% |
| Rest of Core | 1093037 | 20.1% | 2849298 | 3942335 | 24.8% |
| Fringe | 703600 | 13.0% | 425805 | 1129405 | 7.1% |
| TOTAL | 2581889 | 47.6% | 5656963 | 8238852 | 51.9% |
| MAJOR CENTRES | | | | | |
| North York | 382200 | 7.0% | 418705 | 800905 | 5.0% |
| Scarborough | 212038 | 3.9% | 177012 | 389050 | 2.4% |
| TOTAL | 594238 | 10.9% | 595717 | 1189955 | 7.5% |
| INTERMEDIATE CENTRES | | | | | |
| Eglinton-Yonge | 56418 | 1.0% | 368447 | 424865 | 2.7% |
| St. Clair-Yonge | 3472 | 0.1% | 342972 | 346444 | 2.2% |
| Kennedy-Eglinton | 2787 | 0.1% | 13686 | 16473 | 0.1% |
| Islington-Kipling | 169249 | 3.1% | 92696 | 261945 | 1.6% |
| TOTAL | 231926 | 4.3% | 817801 | 1049727 | 6.6% |
| TOTAL MAJOR & INTERMEDIATE CENTRES | 826164 | 15.2% | 1413518 | 2239682 | 14.1% |
| Etobicoke Focus | 74182 | 1.4% | 142171 | 216353 | 1.4% |
| York Focus | 0 | 0.0% | 7890 | 7890 | 0.0% |
| OFFICE PARKS | | | | | |
| Airport Strip | 73641 | 1.4% | 44939 | 118580 | 0.7% |
| Thorncliffe Park | 17465 | 0.3% | 70054 | 87519 | 0.6% |
| Flemingdon Park | 80805 | 1.5% | 294008 | 374813 | 2.4% |
| Duncan Mill | 80371 | 1.5% | 212158 | 292529 | 1.8% |
| Consumers Road | 145268 | 2.7% | 312984 | 458252 | 2.9% |
| Parkway-Finch | 43650 | 0.8% | 88797 | 132447 | 0.8% |
| TOTAL | 441200 | 8.1% | 1022940 | 1464140 | 9.2% |
| Other areas at rapid transit stations | 185026 | 3.4% | 386759 | 571785 | 3.6% |
| Rest of Metro | 1321212 | 24.3% | 1823062 | 3144274 | 19.8% |
| TOTAL METROPOLITAN TORONTO | 5429673 | 100.0% | 10453303 | 15882976 | 100.0% |

* In office buildings > 929 sq. metres
Proposed includes sites with application received,
approved by Council, permit issued or
under construction.
ODB R1.20MP

## APPENDIX 3.5

## OFFICE SPACE IN OFFICE BUILDINGS > 929 SQ. METRES OUTSIDE THE CENTRAL AREA

| | 1976 sq. metres | % | 1987 sq. metres | % | Growth 1976-1987 sq. metres | % of Metro Growth |
|---|---|---|---|---|---|---|
| Auto-oriented locations | 1970444 | 71.4% | 2996063 | 62.5% | 1025619 | 50.3% |
| Rapid transit locations | 787991 | 28.6% | 1800277 | 37.5% | 1012286 | 49.7% |
| Total Metro outside Central Area | 2758435 | 100.0% | 4796340 | 100.0% | 2037905 | 100.0% |

Source: M.T.P.D. Office Data Bank

APPENDIX 3.6

OFFICE EMPLOYMENT IN OFFICE BUILDINGS > 929 SQ. METRES OUTSIDE THE CENTRAL AREA

| | 1976 | % | 1987 | % | Growth 1976-1987 | % of Metro Growth |
|---|---|---|---|---|---|---|
| Auto-oriented locations | 79268 | 71.8% | 114394 | 61.2% | 35126 | 45.9% |
| Rapid transit locations | 31120 | 28.2% | 72564 | 38.8% | 41444 | 54.1% |
| Total Metro outside Central Area | 110388 | 100.0% | 186958 | 100.0% | 76570 | 100.0% |

Source: M.T.P.D. Office Data Bank

APPENDIX 3.7

## POTENTIAL OFFICE DEVELOPMENT* OUTSIDE THE CENTRAL AREA

|  | Office Space sq. metres | % |
|---|---|---|
| Auto-oriented locations | 1836594 | 64.5% |
| Rapid transit locations | 1011190 | 35.5% |
| Total Metro outside Central Area | 2847784 | 100.0% |

* Office buildings > 929 sq. metres proposed and under construction

Source: M.T.P.D.  Office Data Bank

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## INFORMATION TO THE READER

This report is one of a series of background studies undertaken in the general area of "employment areas and activities" as part of the Metropolitan Plan Review; the other reports are on the Metropolitan economy and industrial areas.

All members of the community are invited to comment on the matters presented. It is hoped that individuals and organizations with particular expertise on items raised here, will convey their conclusions, concerns and recommendations. These comments will be considered and reported in the preparation of policy recommendations which will follow.

Submissions should be sent to:

Metropolitan Toronto Planning Department
Policy Development Division
East Tower, 11th Floor
City Hall
Toronto, Ontario
M5H 2N1

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The "Metropolitan Plan Review" is a program to review the Official Plan For The Urban Structure: Metropolitan Toronto. The program was adopted by Metropolitan Council in March of 1986 and is available in printed form as "Report No. 1: Program, Metropolitan Plan Review". Copies are available from the above address.